M-83-02

Evaluation of the MTC Joint Health and Safety Committee Structure

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Published by:
The Transportation Technology and Energy Branch
Ontario Ministry of Transportation and Communications
Hon. James W. Snow, Minister
H.F. Gilbert, Deputy Minister

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The Editor, Technical Publications
Ministry of Transportation and Communications
1201 Wilson Avenue
Downsview, Ontario
Canada M3M 1J8

August 1983

ACKNOWLEDGEMENT

Our sincere appreciation is extended to all those who shared information and knowledge about the tri-level health and safety committee structure.

We would especially like to acknowledge the ongoing co-operation we received from Mervin Stevens, Manager, Occupational Health and Safety Office.

To the hundreds of survey respondents, we extend our appreciation.

Appendix A lists the names of many others who helped bring this study to a conclusion.

The Levy-Coughlin Partnership

EXECUTIVE SUMMARY

1/ INTRODUCTION

The Ministry of Transportation and Communications contracted The Levy-Coughlin Partnership to undertake an evaluation of the MTC Joint Health and Safety Committee Structure. This tri-level structure was initiated in response to the Occupational Health and Safety Act (1978) which specified that it is the employer's responsibility to establish joint union/management health and safety comittees in the workplace.

Briefly, the purpose of a Level I Employee Health and Safety Representative or Workplace Committee is to identify health and safety issues at each workplace and, where possible, resolve these concerns with the workplace supervisor.

The Level II Area Joint Health and Safety Committees in each of the 18 Engineering Districts are comprised of equal numbers of management and employee members. They are responsible for reviewing all accidents occurring in their areas to determine their causes; making recommendations; and reviewing any other health and safety matter referred to them.

The Level III Ministry Joint Health and Safety Committee is composed of equal numbers of Senior Management and employee representatives. It is responsible for reviewing all issues referred to it by a Level II committee, the Ministry or OPSEU; all proposed safety policies; all accident statistics and reports; and for recommending health and safety programs.

The purpose of the study was to evaluate this committee structure, identify problem areas, and make recommendations to improve the effectiveness of the Joint Health and Safety Committees.

2/ RESEARCH METHODS

A two-phased approach, comprising a Design Phase and an Implementation/-Evaluation Phase was used as the basic approach to the study.

The initial components of the research comprised key informant interviews with persons known to have knowledge and experience of the information desired; focus groups; documents, committee minutes, and forms reviews;

and participant observation. The purposes of these activities were to identify the critical areas of interest for users of the study, explore issues impacting upon the success and effectiveness of the committee structure, identify areas needing investigation, and clarify and finalize design and feasibility issues.

Two self-report survey instruments, one for Level I representatives or committee members and another for Level II committee members, were drafted based on the terms of reference and information obtained from the above sources. In total, 491 survey packages were distributed to all Level I reps and Level II committee members who were known to be affiliated with the health and safety committee structure. A response rate of 71.5% was obtained.

A telephone interview schedule was developed to clarify a number of issues identified through the surveys. Five Level II committees were randomly selected from the total of nineteen, and both co-chairmen of each were interviewed.

Two issues that originated at the workplace and went up through the system were selected for the purpose of tracking. Document reviews and telephone interviews with people involved with the selected issue provided the means for tracking the issues.

The principal findings and recommendations are summarized in the following text.

3/ PRINCIPAL FINDINGS

3.1/ Key Informant Interviews and Focus Groups

- One of the basic <u>structural</u> problems of this system occurs at Level 1. There appears to be little standardization in terms of how reps are elected and oriented to their responsibilities. It was stated that employees hesitate to get involved in what is perceived to be potential management/employee conflicts, confusion between health and safety involvement and union involvement, and a committee structure that is,

according to some, a "simulated court" which sits in judgement of other employees.

- Alternate routes are sometimes used to deal with health and safety issues (i.e., Ministry of Labour) because of the notion that they can be more effective in bringing about immediate action.

- For the structure to work better, supervisors and managers need to be made aware of their respective responsibilities to the health and safety reps.

- Monthly inspections of the workplace by Level I reps are not being performed because reps do not know what to look for and the "boss/ employee" relationship sometimes impedes the function of Level I reps.

- Training in inspection techniques and health and safety matters was suggested by key informants for Level I reps, and training in how to conduct meetings and general committee operating functions was suggested for Level II members.

- Forms submitted to Level II from the field are quite often incomplete and have to be sent back for more information thereby impeding Level II from carrying out its function.

- While finding fault and delegating disciplinary action is not the function of these committees, there is a fine line between ruling on preventability and assigning blame. In some cases repercussions resulting from these decisions have been reported.

- The irregular, nonstandardized systems of feedback and follow-up are perceived as a major problem of this tri-level structure, most obviously apparent between Levels I and II.

- Level II and III committee meeting minutes appear to be the most common forum for communication among levels.

3.2/ Level I Survey

- About half of Level I reps are also union stewards.

- There appears to be little consistency in terms of how people came to be the Level 1 reps for their workplace and the extent and nature of their orientation to the position. For example, some "learned on the job", others were given a booklet to read and still others attended a related health and safety course.

- A large proportion of Level I reps have rarely used forms designed for use by this structure and some are unaware of their existence.

- Those who are satisfied being Level I reps usually volunteered for the position and report they feel the system works well. Dissatisfied reps suggest that training and more management co-operation would permit them to do their job better.

- Level I reps report that workplaces with more than twenty employees, report more resistance to accepting safety changes recommended by Level I reps and also report the largest number of health and safety issues and problems.

- Little standardization characterizes the nature in which workplaces are inspected.

- The most difficult part of getting the monthly inspections done is that Level I reps do not know what to look for, followed by the lack of time to do the job properly and low levels of management co-operation.

- Those who are of the opinion that the health and safety system works in their workplace also indicate more frequent inspections of their workplace.

- The Level I system most often tends to communicate informally, primarily by way of verbal reporting to supervisors and other workers. The tendency towards a more formal communication system from Level II to Level I appears to exist as most exchanges are done in writing.

- For the most part, Level I reps feel their opinions are respected by the Level II Committee and are somewhat satisfied with the way their concerns are handled.

- According to Level I reps, most workers are unaware that there are three levels of health and safety committees.

- Larger workplaces, those with more than ten workers, exhibit less management co-operation than those with fewer workers.

- Co-operation between management and Level I reps was specifically identified a number of times as an area impacting upon the successful outcome of this system. Furthermore, supervisors' attitudes about the health and safety structure quite often influence workers' perception of the system.

Level II Survey and Telephone Follow-up Interviews

- About a quarter of Level II reps are also Level I reps.

- There appears to be no standardization in terms of how Level II members were informed of their responsibilities.

- Nearly half of Level II committees meet every three months. Most members feel the frequency of meetings is adequate.

- The major weaknesses of Level I reps were reported as inexperience and a lack of commitment to their responsibilities.

- Ministry Safety Officers try to attend most Level II meetings and their involvement is most often seen as one providing advice or expertise in specialized areas under review by the committee. They also sometimes act as catalysts for transferring information because the nature of their work tends to put them in touch with a number of workplaces.

- About a third of Level II members suggest the three-level committee system needs extensive changes. Areas include a more streamlined

process that reduces paper work and paper flow, provincial uniformity in terms of how the various committees operate, and more direction and guidelines regarding the overall purpose of this structure.

- Overall, most representatives are satisfied being a Level II committee member. Dissatisfaction can be traced to the need for more time and training.

- A system of changing committee members (i.e., every two years) would benefit the overall performance of the committees.

- The more difficult responsibility for Level II members to perform is investigating accidents followed by making recommendations.

- Nearly half of Level II members feel that Level I personal injury and motor vehicle reports are not completed properly.

- The majority of Level II members, feel they should receive training, primarily in the areas of general procedures for dealing with a problem and in how to perform their duties in general.

- Some people felt the image of the committee should be changed from that of "judge and jury" to a body trying to prevent future accidents. Others felt the committees should have more power in changing policies and making recommendations.

- The majority of respondents felt it is important for Level I reps to communicate informally with other workers.

- Those who were not pleased with the way in which the Level III committee handled their issues pointed to a weak communication system as the major problem. Furthermore, more than half felt the time it takes for Level III to deal with issues is somewhat slow.

- Co-chairmen report that indicators of a well functioning committee include good attendance, low turn-over rate of members and proper information, from Level I, upon which to base decisions.

- Rarely does Level III communicate to Level II verbally or informally. In most cases, it is done in writing or by way of Level III minutes.

- Lateral communication between the various Level II committees generally does not exist.

- There is generally no follow-up to inquire about any actions taken pertaining to recommendations. The sharing of information about the activities of various levels is more often accidental than planned.

3.4/ Issues Tracking

- The relationship between Level II and other sources appears to exist through the Occupational Health and Safety Office. Issues are clarified, other Ministry staff are consulted and agenda are developed. In general, the Occupational Health and Safety Office is able to mobilize, and at times, motivate key individuals.

- The co-ordination of all key factors (i.e., feedback, reporting, inspections, etc.) in this health and safety system seems, at times, to be absent or at least not functioning. The more people who were involved and added to the process, the more difficult resolution of the issue became.

- The understanding and identification of "Ministry-wide implications" seems to be determined differentially.

- There is a need to co-ordinate information between levels.

- The health and safety committees appear to be poorly informed about the procedures of other structures with which they interface (i.e., MGS) in order to have their issues addressed and as a result have sometimes reached incorrect conclusions about why their requests are not met.

4/ CONCLUSIONS AND RECOMMENDATIONS

The major recommendations, with one exception, will not require extensive expenditures. Generally, recommendations deal with the need for greater

formalization, monitoring, procedure development and accountability. These can be enhanced through a redefinition of roles and responsibilities, communication networks, and a demonstrated recognition for health and safety involvement. The result should be a more standardized monitoring system and overall co-ordination of health and safety issues within the Ministry. The following conclusions and recommendations are presented for each committee level separately, however, the spirit of these recommendations demands greater synergism of levels.

Level I

- Level I reps should not concurrently be Level II reps or union stewards.

- The main functions of Level I reps should be changed to monthly workplace inspections, and monitoring necessary information concerning injuries and accidents.

- Clear specification of differences in roles and responsibilities for workplace supervisors/managers and Level I reps would greatly enhance the structure, and help it to work better.

- A revision and specification of the required work activities would enhance the motivation of Level I reps and improve their ability to perform. These changes should include:
  - a set term in office not exceeding two years;
  - a formal letter of acknowledgement including an orientation kit, safety rep pin and identification card, and names of Level II and other contact persons;
  - a clear statement of required activities specifically in the areas of monthly inspections, and information collection and verification;
  - basic training from the Ministry Safety Officer on how to conduct workplace inspections.

- Monthly inspections should be conducted in the presence of the supervisor by setting specific times as suggested in the Directive, and using a standard checklist.

- Every situation, resolved or unresolved, should be documented by Level I reps and forwarded to Level II as a matter of required procedure. This removes the necessity for Level I to confront a supervisor and prevents potential conflicts. Further, all this information would become part of a more formalized information system which overviews and analyzes district and provincial health and safety concerns.

- Level I reps should be accountable to a Level II rep who would provide feedback on their performance and results of decisions made.

Level II

- Criteria for the selection of Level II reps should be implemented including the following:
  - All Level II employee reps should, as a prerequisite, have served as a Level I rep.
  - All Level II management reps should, whenever possible, have worked successfully with a Level I rep in a workplace.
  - Level II members should serve no more than two years.
  - Level II reps should represent different parts of the District and specific types of workplaces that exist within that District.

- Orientation kits should be given to new Level II reps including:
  - samples of forms used,
  - contact procedures, and
  - rep pins.

- Level II committee members should share the following responsibilities:
  - Preparation and circulation of issues for discussion including agenda and documentation.
  - Preparation and distribution of correspondence and memos.
  - Follow-up of key people named to help resolve issues.
  - Monitoring of all workplace activities by reviewing the monthly inspection forms and accident reports to ensure that they are being prepared properly and forwarded to Level II every month.

- Monthly Level II committee meetings would improve the overall effectiveness of the committee structure. Where distance presents barriers, a working subcommittee should be struck to meet monthly or exchange information through teleconferencing. This should include the recording secretary and both co-chairmen.

- Level II should no longer rule on preventability but rather analyze each accident with a view to verifying procedures or assessing the need to establish new ones.

- All issues dealt with by Level II as well as the aggregation of Level I statistics should be forwarded to Level III. This is to facilitate the information review of one central point in the system.

Level III

- One full-time staff person should be hired to be the Level III committee respresentative and as part of their job should perform the following functions:
  - Analyze all Level I and II documents and reports for overall provincial health and safety patterns.
  - Monitor all Level II committees.
  - Produce a health and safety newsletter to be distributed to Levels I and II.
  - Collect and assemble information about issues coming forward to Levels I and II.
  - Maintain and update lists of Level I and II reps.
  - Design and co-ordinate training sessions to be delivered by Safety Officers.

- Level III should meet monthly. If this is not possible, a working committee should be struck that could meet monthly or, to minimize costs, exchange information through teleconferencing.

- Membership to Level III for employee members should be based on previous Level II experience. Management membership should be based on previous demonstrated involvement and commitment to health and safety.

- Level III should develop an information system that will compile and aggregate data, allow for a mechanism to pinpoint problem areas quickly, identify recurring problems, and provide an overview of health and safety development across the province. This could be greatly facilitated by computerized entry of data.

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1/ INTRODUCTION

The Occupational Health and Safety Act (1978) specified that it is the employer's responsibility to establish joint union/management health and safety committees in the workplace. In response, the Ministry of Transportation and Communications along with staff of OPSEU developed and issued a Ministry Directive which established a tri-level committee structure in January 1981. The Directive outlines specific procedures and the duties and responsibilities of committee members. This structure was designed to allow some 10 000 employees the means by which their concerns over health and safety could be examined and resolved.

Briefly, Level I is comprised of Workplace Committees, where there are more than 20 workers or, Employee Health and Safety Representatives. Most Level I workplaces are represented by individuals and are therefore referred to throughout this report as Level I reps. The purpose of the Level I Employee Health and Safety Representative or Workplace Committee is to identify health and safety issues at each workplace and, where possible, resolve these concerns with the workplace supervisor. The Ministry Directive specifies that where "the matter cannot be resolved by the supervisor within a reasonable period of time it should be documented and referred to the Level II Committee for resolution." The Level II Area Joint Health and Safety Committee in each of the 18 Engineering Districts is comprised of equal numbers of management and employee members. It is responsible for (1) reviewing all accidents occurring in their areas to determine their causes; (2) making recommendations; and, (3) reviewing any other health and safety matter referred to them. The Ministry Directive specifies that where "the health or safety matter is one affecting Ministry policy or has Ministry-wide implications they will make recommendations to the Level III committee." The Level III Ministry Joint Health and Safety Committee is composed of equal numbers of Senior Management and employee representatives. It is responsible for reviewing all issues referred to it by a Level II committee, the Ministry or OPSEU, all proposed safety policies, all accident statistics and reports, and for recommending health and safety programs.

The following chart presents an overview of this three-level committee structure.

OVERVIEW OF THREE-LEVEL STRUCTURE

	Level I Employee Health & Safety Representative OR Workplace Committee	Level II Area Joint Health & Safety Committee	Level III Ministry Joint Health and Safety Committee
STRUCTURE	. O.P.S.E.U. appoints one worker as an E.H. & S. representative or up to 3 workers from work places where committees are agreed to . 3 supervisors are appointed by the manager responsible for work place the committee represents . Meets every 2 months to inform staff of health and safety issues	. 19 Area Joint Health & Safety Committees (one for Head Office) . O.P.S.E.U. appoints 3 members from district geographic boundaries . Regional Director appoints 3 management representatives . Meet every 3 months or at call by management or union . Chairmanship alternates between management and union designate . Each committee has a Recording Secretary	. 1 Committee meets every 3 months or sooner at Head Office . O.P.S.E.U. selects 3 M.T.C. employees . Management represented by: Ass. Deputy Minister Operations, An Executive Director, Occup. Health & Safety Office Manager
PURPOSE	. Represents the workplace . Identifies and resolves, if possible, local health and safety concerns	. Attempt to resolve any health and safety matters referred to them by direct contact or communication with local management	. Consider any health and safety matter referred by Level II committee, Ministry or O.P.S.E.U.
RESPONSIBILITIES	. Formal monthly inspection of the workplace . Reporting hazardous situations to the supervisor . Review all accident reports for accuracy . Document and refer unresolved issues to Level II Committee	. Review items referred by Level I . Review all accidents occurring in their areas . Act on recommendations passed down by Level III Committee . Ongoing identification of hazardous situations and recommend health and safety studies and programs . Make judgement to determine if accidents are preventable and recommendations to prevent reoccurrence . Pass unresolved issues to Level III	. Review all correspondence received from Level II Committees and Occup. Health & Safety Office . Review proposed Occup. Health & Safety programs and policies and make recommendations . Review accident statistics and all reports of employees killed or critically injured . Recommend to the Ministry, programs to protect the health and safety of employees, studies and research into health and safety

Recently, a number of concerns have been expressed about the effectiveness of this tri-level committee structure in performing its assigned functions. Specifically, some of these concerns included their ability:

- to resolve identified health and safety issues,
- to identify items appropriate for passage between levels,
- to achieve adequate representation on all the committees, and
- to delineate areas of responsibility separate from other MTC committees.

In addition to the above concerns, approximately two years have elapsed since the structure's inception. As a result, the Ministry contracted with the Levy-Coughlin Partnership to examine this tri-level structure in terms of the following objective:

> "To identify factors hindering the maximum effectiveness of the Joint Health and Safety Committees."

Once these factors have been identified, a secondary objective of this study was to suggest methods of improving the effectiveness of this committee structure.

The basic approach to the study was to examine the tri-level structure, its functions and its modes of communication. This followed the Ministry directive which specifically focused on these three areas. This approach guided all research activities and consequently the findings and recommendations.

2/ RESEARCH METHODOLOGY

2.1/ Overview of Research Methods

A two-phased approach, comprising a Design Phase and an Implementation/-Evaluation Phase was used as the basic approach to the study. The major components used in this approach are listed below.

Design Phase

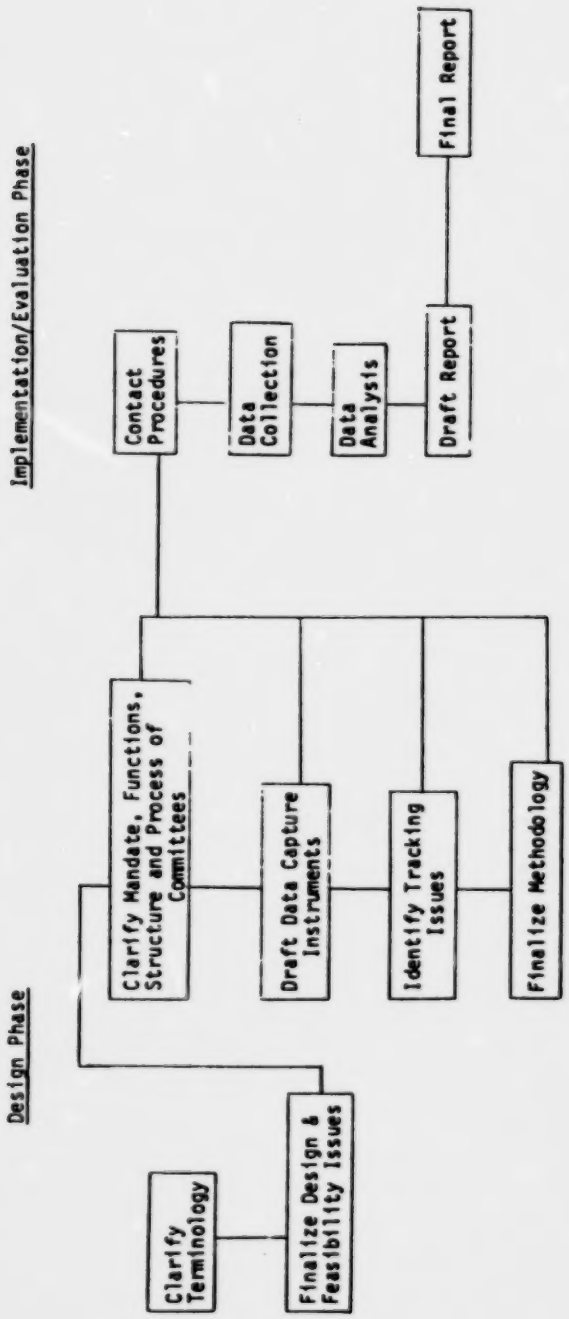
- terminology clarification
- design and feasibility issues identification
- clarification of the mandate, function, structure and processes of committees
- design of data capture instruments
- specification of two issues for in-depth analysis (tracking)
- specification of a final methodology

Implementation/Evaluation Phase

- procedures for contact
- data collection component
- data and information analysis
- reporting

Diagram 1 following, presents a schematic representation of these research tasks and the overall design strategy.

SCHEMATIC OUTLINE OF RESEARCH ACTIVITIES



2.2/ Design Phase

Key informants are persons known to have knowledge and experience of the information desired.

Key informant interviews were conducted with various OPSEU and management representatives at the outset of the study to gain a historical perspective of the committee structure; to identify the critical areas of interest for users of the study; and, to clarify and finalize design and feasibility issues for integration into the research.

Two focus groups, one composed of four Regional Health and Safety Officers, and another of the Level III Ministry Joint Health and Safety Committee were conducted. The purpose of these focus groups was to explore issues impacting upon the success and effectiveness of the committee structure in carrying out its assigned functions, and to identify areas needing investigation. A list of MTC persons who were interviewed is presented in Appendix A.

Documents outlining the mandate, structure and function of the committees were reviewed. These included the Ministry Directive, the Joint Union/-Management Health and Safety Committees' booklet published by the Ministry, and the forms used by the committees to document their actions and recommendations. In addition, a sample of Level II and all Level III Committee minutes were also reviewed to gain information about the committees' processes, procedures and outcomes. OPSEU documents were also reviewed.

Eight types of forms and reports that are used at various stages of this process were reviewed and are outlined in the following chart.

Forms/Reports	Filled Out By	Sent To
1. Form No. ADM-L-3 Driver's Motor Vehicle Accident Report	. Operator of vehicle . Provides description of accident and events leading to it	. Level II Recording Secretary
2. Form ADM-P-55 Motor Vehicle Accident Adjudication	. Operator's supervisor and E.H. & S. representative . Make comments and recommendations	. Level II Recording Secretary
3. Form No. ADM-P-54 Personal Injury Report	. Completed by supervisor and E.H. & S. representative . Make comments and recommendations	. Level II Recording Secretary
4. Form ADM-P-56 Information, Review or Action Request	. Submitted by person making suggestion	. Level II Recording Secretary
5. W.C.B. Form 7 Workmen's Compensation Board	. Supervisor or manager	. Workmen's Compensation Board
6. Reports of fatal or critical injuries	. Regional safety supervisor or manager	. Level II Manager . Level III Committee
7. Forms ADM-P-58, ADM-P-59 Minutes of Committee Meetings	. Level II Committee recording secretary	
8. Recommendations	. Any member of three committees	. Person responsible for acting on recommendations

The consultants attended two Level II Area Joint Health and Safety Committee meetings in the Central Region. The purpose of attending these meetings was to gain first-hand exposure to how a committee functions and to observe the committee process.

Another task of the Design Phase was to identify two issues for in-depth qualitative analysis. This is referred to as "tracking" since these issues are followed through the tri-level system. The goal of tracking is to describe all the various aspects of the system -- the structures, functions, the communication points, and liaison devices -- basically all the processes undertaken from the specific issue identification to the final outcome.

By tracking an issue through the tri-level committee structure one can generate information which can be used to identify such factors as particular stress and impact points in the system; the impact of different processes on decision-making; the resource utilization and allocation for problem-solving and planning; and other concerns relating to reporting and relationship responsibilities.

Document reviews and telephone interviews with people involved with the selected issue provide the means for the issue tracking. These include talking to the person responsible for bringing the issue to a supervisor's or committee's attention, examining any documentation that resulted, following it to the next level, talking to people who were responsible for implementing the recommendations resulting from this issue and so on.

The objective of this method is to provide an overall system assessment. This facilitates synthesis of all other information collected. A tracking procedure verifies the flow of information, the viability of the parts, interrelationships, timing, pressure points and so on. By extrapolation, one could then be in a better position to assess how the system functions in related policy areas.

A number of issues suitable for this purpose were identified from the above sources and, after consulation with the Occupational Health and Safety Office, two issues were selected based on the following criteria.

Firstly, both issues had to have gone through all three levels of the committee structure. Secondly, one issue was to have a broad scope, such as implications for the entire Ministry and the other was to be of a more local nature. Both issues selected began at a workplace, both went up through the system. One of them was determined to require special funding, the other issue had Ministry-wide policy and program implications.

A comprehensive and up-to-date master list of Level I and Level II representatives and/or committee members did not exist at the outset of this study. A number of lists, some of which were dated or incomplete, existed. A major task of the research was to merge and clean these in order to produce one master list. Because the accuracy of the final master list was of some concern, it was decided that a questionnaire would be sent to everyone whose name appeared on the list thereby eliminating the need to develop a sampling strategy, possibly fraught with extensive error.

Two self-report survey instruments (see Appendix B), one for Level I representatives or committee members, and another for Level II committee members, were drafted based on the terms of reference, the information obtained from key informants, focus groups, document reviews, committee minutes, and the actual committee meetings attended. These were reviewed with the Project Manager, the Manager of Occupational Health & Safety, Level III and then finalized.

In developing the survey instruments, a conscious effort was made to develop questions clear and straightforward in their wording and which provided CLOSED-RESPONSE category choices. Respondents for the most part needed only to check a box to indicate the answer of their choice. At the same time, the opportunity was given for people to provide more detailed information if they chose to do so. The survey of Level I and Level II received significant co-operation from both senior Ministry officials and senior OPSEU officials, as attested to in the letters accompanying each survey. Copies of these letters and of the Level I and Level II survey instruments appear in Appendix B.

2.3/ Implementation/Evaluation Phase

Once the Design Phase tasks were completed, the formal data collection phase began.

As a preliminary step to the surveys, letters from OPSEU and the Ministry were sent to all Level II co-chairmen, introducing and requesting their support of the study. The Ministry took responsibility for preparing and finalizing the master list which, in some cases, meant checking and verifying names that appeared on a number of lists for duplication, and that people indicated to be Level I or Level II reps were still in that position.

The Ministry also prepared the survey packages comprised of an appropriate covering letter by Ministry management or the OPSEU President; a letter from the Levy-Coughlin Partnership consulting firm; a postage paid return envelope; and a questionnaire. This involved producing labels, duplicating and collating the questionnaires and assembling the packages. Confidentiality was stressed to survey respondents by specifying that no names were required.

On February 7, 1983, 491 survey packages were distributed through the MTC inter-office correspondence system -- 151 to Level II Committee members and 340 to Level I representatives or committee members. One week later a postcard was sent to everyone, thanking those who had already returned their completed questionnaires and urging those who had not to do so soon. A copy of the postcard follow-up appears in Appendix C. Completed questionnaires were initially checked for completeness of response and extra comments from respondents about perceptions of the committee structure. (Telephone follow-up interviews with a sample of 10 Level II co-chairmen were conducted to address these issues in-depth.)

Two code books were developed, one for the Level I survey instrument and another for Level II. Responses to open-ended questions were content-analyzed and categories for quantifying these were developed. Questionnaires were coded onto IBM FORTRAN coding sheets and data were keypunched to facilitate computer analyses. The Statistical Package for the Social

Sciences (SPSS) was used to analyse data. The Ministry mainframe computer was utilized.

The appropriate written documentation corresponding to the two tracking issues was retrieved from Ministry files and then reviewed. People involved in decision-making or information-giving at various stages of these issues were identified and contacted. Input was sought about their role in the particular issue; action or inaction on their part in addressing specific requests, communication routes they chose to follow and the reasons, and their assessment of the process and results of their actions.

A telephone interview schedule was developed in consultation with the project manager to clarify a number of issues identified from the groups. Five Level II Committees were randomly selected from the total of 19, excluding the two districts involved with the tracking component of the data collection. The union and management co-chairman of each of the selected committees were interviewed during the period from March 7 to March 18, 1983. A copy of the telephone interview schedule is presented in Appendix D.

A summary of the study objectives and how these were addressed is provided on the following page.

SUMMARY OF STUDY OBJECTIVES AND ASSOCIATED STUDY METHODS

Project Objective	Method*
1/ Determine the extent of the problem by identifying specific concerns about the joint committees' functioning.	• Key informant interviews with people including project representatives, committee members at all three levels, central MTC staff and OPSEU management. • Focus group with occupational Health and Safety Officers
2/ Develop an understanding of the joint committee structure.	• clarify terminology • track two issues through the committee structure • review documents and files • develop a master list of committee members • on-site visits, i.e., direct committee observation/participation
3/ Evaluate the functioning of the committees in practice.	• develop appropriate contact procedures • personal interviews with all Level III committee members • telephone interviews with two representatives from a sample of Level II Committees • main survey of Level I and Level II committee members and employee health and safety representatives • issues tracking

*These are not in sequential order, but simply reflect the interactive nature of the study components.

The next section of the report presents the study findings.

3/ FINDINGS

3.1/ Introduction

The findings resulting from the previously-described research methodology are presented in this section of the report. They include findings related to:

- the key informant interviews and focus groups,
- the general survey summaries,
- the Level I survey,
- the Level II survey,
- the tracking issues, and
- the Level II telephone interviews.

As mentioned in the Introduction (Section 1), the presentations are organized into three foci addressing the study issues -- structure, function, and communication. Following the findings, a synthesis of issues within these three major interactive components, in terms of the Joint Health and Safety Committee structure, is presented.

For the purpose of this study, structure is defined as the framework within which the committees must operate. Examples of structural factors in this study include written procedures specifying the number of people involved at the different committee levels, frequency of committee meetings and the forms used to document and/or communicate other design components. Function is defined as the duties, responsibilities and activities of the committees and the definition of their respective roles. Thirdly, communication is defined as formal and informal information flow and exchange currently existing in the system, and mechanisms to co-ordinate, link and monitor these transactions.

3.2/ Key Informant Interviews, Focus groups, and Document Review Findings

3.2.1/ Structure

One of the basic structural problems of this system, as expressed by key informants and focus group participants, occurs at Level I.

Ensuring that Level I health and safety reps are elected and keeping up-to-date lists of Level I reps is the responsibility of the union. This has presented some challenges due to the constantly changing nature of how reps are selected. Further, there is also little, if any, orientation of new members to their responsibilities. The selection of reps is further inhibited because of hesitation on the part of employees to get involved in what is perceived to be potentially a management/employee conflict. Thus, in many pl ces anyone who volunteers is (s)elected.

Other reasons for hesitation to get involved vary. Some respondents were of the opinion that the union has taken a low-key approach to the health and safety structure thereby resulting in a poor effort to "sell the system". Others felt that confusion between union involvement and health and safety involvement inhibits people who do not wish to be related with union activities from coming forward. Still others felt that workers hesitate to get involved because of the perception that this committee structure is a "kangaroo court" which sits in judgement of other employees.

Some people felt the demands of the position often intimidated Level I reps and thus presented some difficulty for them in carrying out their responsibilities, including filling out necessary forms and reports (although under the present system these are minimal). This is particularly demonstrated in small workplaces where employees and managers have worked together for many years, and quite often have developed friendships outside the workplace.

Another structural issue concerned the number of times that committees meet. One respondent felt that the committees meet too infrequently to

deal with issues right away. Therefore, alternate routes, such as the use of the Ministry of Labour seemed more attractive when immediate action on an issue was required. Most people expressed satisfaction with the Level II and Level III committees, although some people indicated that an attempt should be made to get members on the committees who represent the types of work places and functions in a district. This, they said, would be particularly beneficial when Level II committees rule on preventability of an accident. In many cases, accidents reflect the characteristics of a particular work place and quite often committee members rely on their own experience and knowledge when deciding if an accident could have been prevented or not. The problem of workplace representation, however, is magnified in situations such as construction where the job site is constantly moving,

Lastly, some people were of the opinion that the clear specification of roles and responsibilities for workplace supervisors/managers and Level I reps would greatly enhance the structure to work better. Currently, some supervisors fear their jurisdiction is being threatened by the presence of a Level I rep. This has resulted in a lack of co-operation between reps and supervisors thereby impacting upon the effectiveness of the Level I system.

3.2.2/ Function

Most key informants and focus group participants shared the observation that monthly inspections of the workplace by "Level I reps were not being performed". Some felt that the "boss-employee" relationship impedes the preventative function of Level I reps to inspect the workplace and report hazardous situations. This seems to be corroborated by the scarcity of comments provided by Level I reps when filling out reports. In the majority of cases, reps simply write "concur with supervisor" on the accident injury reports. Others felt that Level I reps do not know what to look for and that training in inspection techniques in particular and in health and safety matters in general would greatly enhance their ability to carry out this function.

Training was also suggested for some Level II committee members in how to conduct meetings and general committee operating functions.

A major function of the Level II committees is to review motor vehicle and personal injury accident reports, rule on their preventability, and recommend remedial action. Comments indicated that quite often, forms submitted from the field are not thoroughly filled out and have to be sent back for additional information. These cases are then deferred to the next meeting thereby impeding Level II from carrying out its responsibility and slowing down the process. A number of people suggested that perhaps one of the functions of the Level I reps should be to inspect all reports originating from the workplace and ensure their proper and thorough completion, as opposed to asking them to provide comments on a situation they did not see occur or did not investigate. For example, accident reports should contain clear specifications of environmental conditions, the adherence to procedures and any other factors that may have impacted upon the accident.

While finding fault and delegating disciplinary action is not the function of this committee structure, some people felt that there is a fine line between ruling on preventability and assigning blame as a result of an employee's actions. It was reported that when some Level II committees decide that an accident is "preventable", the decision is often sent back to the workplace for public posting. Usually, employees are "more embarrassed than anything else" as a result. However, in other situations, repercussions resulting from these decisions appear to occur. As one person stated: "if an equipment operator's accident is found to be preventable, they can lose their safe driving award". Because there are not many open recognitions of employees' achievements, a matter such as this is not taken lightly. Furthermore, employees see that these actions resulted, in part, from a decision made by the Level II committee.

The size of a workplace also appears to affect the success of the Level I structure to carry out its functions. Some respondents were of the opinion that smaller work places tend to impede the function of committee representatives given the personality issues, while larger ones cannot always be adequately covered since the time necessary to adequately carry out rep responsibilities is not provided -- even though this is implicit in the Ministry's directive and explicit in the Act.

3.2.3/ Communication

Communication issues presented by respondents appear to highlight feedback accountability and co-ordination of information.

The irregular, nonstandardized systems of feedback and follow-up are perceived by many as being a major problem of the tri-level structure. This is most obviously apparent between Levels I and II. When Level I presents an issue to Level II, quite often the latter do not report back about what action has been taken or what decisions have been made. One person suggested that a fixed time frame associated with a written response form for decisions would provide a reference point as well as a sense of accountability in having issues dealt with. This may also enhance the speed of reporting which currently appears to be too slow for some people.

Another area where the lack of two-way communication impedes the system from being efficient was expressed in terms of the reporting of new committee members. Quite often Level I reps decide they no longer want to be the health and safety rep and discontinue their duties without informing anyone of their decision. Just as the lack of incentive to get involved in this structure affects outcome, so does the informal reporting relationship of the system. For example, it is possible for a rep to "drop-out" of the system without anyone knowing about it until a problem arises that requires his/her input. Furthermore, members perhaps do not take their role seriously or do not know to whom they are to report. This is reflected in <u>how</u> or <u>whether</u> duties are carried out and in how Level I reps relate to other parts of the system, in particular Level II's and supervisors.

Level II and III committee meeting minutes appear to be the most common forum for communication between levels. Minutes of Level II meetings are generally posted at the workplace and provide an overview of what issues were dealt with, what suggestions resulted and the attendant recommendations. The minutes are often screened by the Manager of Occupational Health and Safety and the Health and Safety Officers to identify issues which may have Ministry-wide implications.

3.3/ GENERAL SURVEY FINDINGS*

The deadline for returned questionnaires was February 28, 1983. A response rate of 71.5% was obtained upon which the Level I and Level II survey findings are based. However, several questionnaires were returned after the deadline, and a few were returned blank because the persons they were sent to were no longer the health and safety representatives. Combined, these account for 78% of questionnaires that were originally distributed. Given that there was only one follow-up sent to survey participants, and the ambiguous nature of the master list, we feel this generally represents a strong commitment to issues regarding health and safety by both levels. Table 3.3.1 presents an overview of the survey responses.

Table 3.3.1/ Response Rate for Level I and Level II Surveys

	Level I	Level II	Total #	Total %
# Distributed (%)	340 (69.3)	151 (30.7)	491	100.0
# Completed Returns (%)	221 (63.0)	130 (37.0)	351	71.5
# Returned Blank	8	2	10	2.0
# Returned Late	19	3	22	4.5
# Missing (Non-response)	92	16	108	22.0

*The raw frequency distributions indicating responses to each question are presented in Appendix B.

3.4/ Level 1 Survey Findings

3.4.1/ Demographic Profile -- Level I

The majority of Level I respondents (74%) are individual health and safety representatives rather than members of a Level I workplace committee. This is not surprising given that 78% of all Ministry workplaces are reported to be comprised of less than 20 employees, the minimum suggested in the Directive to warrant a Level I workplace committee.

Most reps (81%) have served in this capacity for more than one year and about half are also the union stewards of their locals.* Only 11% of Level I reps also serve as Level II committee members. Indications are that more of them do so as alternate members rather than as regular Level II committee members.

The workplace most often represents a road patrol (40%), a shop or garage (20%), or an office (15%).

Most respondents (71%) were from the Districts; 17% were from Head Office. The districts were not evenly represented in terms of respondents. This may be due to a number of factors. The proportion of Level I reps to the number of workplaces in each distict is unknown. Therefore, it could be suggested that low representation may be a reflection of the number of workplaces in a district. However, no response was obtained from any Level I reps in the districts of Port Hope, Ottawa, North Bay and Thunder Bay. This may be attributed to the fact that no Level I reps exist in these districts or to the incomplete nature of the master list previously described. However, the overall response (71.5%) rate allows for a credible analysis of survey findings.

3.4.2/ Level I: Structure

There appears to be little consistency in terms of how people came to be the Level I rep for their workplace. About a third of the respondents

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*It was not clear to the researchers whether the rep position was an "add-on" to the steward's responsibilities, selected by stewards or simply the contact person as a result of no other rep. Further, this may or may not affect the rep/supervisor relationship, since health and safety then can become part of overall steward responsibilities.

volunteered, another third were appointed by the union and still others were elected.

Asked how they were informed about their Level I responsibilities, most indicated they "learned on the job" with little orientation from either the previous rep or anyone else. Some were given a booklet to read while others learned about their responsibilities by attending a marginally related health and safety course, sometime in the past.

A knowledge of who the Level II committee members are, representing their district, was indicated by about two-thirds of respondents. Furthermore, union steward reps are often more aware of their Level II district representatives than other Level I reps (Table 3.3.2A).*

Most respondents (89%) indicated no difficulty in filling out forms, however a large proportion have rarely used forms such as the "action request form" (Table 3.3.2B) or a "checklist" for inspecting the workplace. Furthermore, about one third do not know what an action request form is.

Overall, most Level I reps (77%) felt that the position of health and safety rep works in their workplace yet somewhat fewer (68%) are satisfied being a Level I rep. Union appointed reps most frequently feel the system does not work while reps who volunteered for their position report they feel it works. This latter group also indicated the most satisfaction with being a Level I rep, followed by elected reps. As may be expected, those who are satisfied being Level I reps also report that they feel the system works well.

In general, dissatisfied reps suggest that training and more management co-operation would permit them to do their job better.

Another factor impacting upon the structural success and/or acceptance of this system is the number of workers at a workplace. It appears that larger workplaces, for example, those with more than 20 employees,

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*All tables referenced in this section (Level I findings) are presented in Appendix E.

exhibit more resistance to accepting safety changes recommended by the Level I reps. Of further interest, is the fact that larger workplaces also demonstrate the largest number of health and safety issues and problems (Tables 3.3.2F and 3.3.2G).

3.4.3/ Level I: Function

Reporting hazardous situations to management and inspecting the workplace regularly were identified as the two most important (activities) responsibilities of a Level I rep, according to respondents. Reporting hazardous situations to Level II and discussing health and safety problems with the union steward or other workers were seen as the least important Level I activities. Interesting, is the fact that while the discussion of health and safety problems in the workplace was seen as one of the least important Level I activities, it was also identified as one of the most difficult functions to perform. Another function difficult to carry out was discussing health and safety problems with management. These difficulties relate to observations made by key informants that the supervisor/employee relationship and the comraderie of workers impacts upon the ability of Level I reps to carry out their duties. The first because of a lack of clear role specifications and co-operation between supervisors and reps, the latter due to reps' hesitation to report on a co-worker who may not be following safety procedures.

While most Level I reps (60%) understand that the workplace should be inspected monthly, somewhat fewer (43%) report that they actually carry out these inspections on a monthly basis; although 27% claim they conduct weekly inspections. Of further interest is the fact that 16.5% of Level I reps reported they never inspect the workplace. Some respondents felt that supervisors should initiate the monthly inspections. As one person expressed, "It would help if supervisors initiated monthly inspections instead of leaving it up to the safety rep and back him up when a safety issue comes up with the workers."

A lack of continuity and standardization reflects the manner in which workplaces are inspected. Some indicated they go around the workplace when they feel it is necessary, others inspect specific locations at the

workplace or carry out the inspection with a management representative. Still others set a specific time for the inspection and a smaller proportion (13%) use some type of a checklist. The most difficult part of getting the inspection done is that Level I reps "don't know what to look for", followed by the lack of time to do the job properly and low levels of management co-operation. Level I reps report they could do a better job as a Level I rep if they had training in what to look for and better co-operation from management and other workers. The need for training was best expressed by the following comment:

> "I do not feel I have at any time been adequately trained for my responsibilities. There is, in my opinion, a strong need for all the staff to be sent on a health and safety awareness seminar oriented to their own environment needs."

The frequency of workplace inspections appears to correspond to a number of factors. One of these is respondents' perceptions of how well the system works (Table 3.3.3A). Those who are of the opinion that the health and safety system works in their workplace also indicate more frequent inspections of the workplace. This is felt to be a key finding.

Another factor affecting the frequency of workplace inspections is related to the number of hours spent by reps in a typical month on Level I business. Most Level I reps (72%) claim to spend two hours or less per month in Level I related duties. However, reps who inspect the workplace weekly or monthly spend proportionately more time on Level I business in general than those who carry out inspections less frequently than every two months (Table 3.3.3B).

The number of hours spent on Level I business appears to be associated with how the person became the Level I rep. As may be expected, those who volunteered for the position also appear to spend more time related to Level I business, than those who were appointed or elected (Table 3.3.3C).

Most Level I reps feel that management and fellow workers usually co-operate with them in accepting safety changes they recommened. In these situations, the Level I reps need not refer issues elsewhere for action. These situations likely contribute to a more cohesive work environment thereby reducing potentially conflicting situations.

Nearly 15% of Level 1 reps indicated there have been no health and safety issues or problems at their workplace since they have been the reps. Of those who have been faced with health and safety problems, an average of six issues were reported. Furthermore, only 12% of reps have dealt with more than ten issues. Issues dealing with environmental concerns, such as noise, extreme weather conditions, and physical plant conditions, most frequently (42%) came to the attention of Level I reps. This was followed by work activity issues (21%), most often concerned with lifting and carrying procedures resulting in injuries. More than half of Level I reps (56%) claimed that none of these issues were referred to the Level II committee. About 24% also indicate that these issues were never successfully resolved at the workplace.

3.4.4/ Communication

The Level I system most often tends to communicate informally. This is evidenced by the fact that 66% of Level I reps when first encountered with a health and safety problem, report verbally to their manager or supervisor. As one person indicated, "if the Level I rep and the immediate supervisor can talk things over, almost any problem can be solved."

Another informal network appears to exist between Level I reps and other workers in the communication of health and safety issues. Level I reps most frequently (41%) learn about health and safety issues from other workers. Reciprocally, about 57% of reps report that "talking informally to other workers" provides the primary forum for informing them about health and safety issues at the workplace. It is therefore not surprising that 76% of Level I reps feel that all other workers at their workplace are aware that they are the Level I rep.

Only a third of Level I reps have ever contacted their Level II District committee, usually regarding a health or safety concern. A smaller proportion had contacted Level II because of an accident at the workplace and still fewer to request information on a particular health and safety issue.

Level I reps in the Southwestern Region appear to be most aware of their Level II reprsentatives due to an even distribution of verbal and written notification on the part of the Level II committee (Table 3.3.4A). The Northern Region appears to consistently inform Level I about who the Level II committee members are in writing. Head office Level I reps most often indicated a lack of knowledge about Level II committee members.

The tendency towards a more formal communication system from Level II to Level I appears to exist. This is suggested by the fact that two-thirds of Level I's who have contacted the Level II Committee, indicated they are most often notified in writing about action taken by the Level II Committee in dealing with their concern.

For the most part, Level I reps feel their opinions are respected by the Level II committee and are somewhat to very satisfied with the way their concerns are handled by Level II.

Another indicator of the level of communication within this system is the degree to which workers are aware of the tri-level committee structure. According to Level I reps, most workers are unaware that there are three levels of health and safety committees. As one person observed, "all health and safety groups need a much higher profile among staff, most of whom are unaware of their existence."

The pattern of communication when a Level I rep identifies a health or safety concern appears to vary according to the number of workers at the workplace (Table 3.3.4B). In smaller workplaces, those with less than ten workers, Level I reps most often contact their supervisor first about a health or safety concern. However, workplaces with more than ten workers, more often indicated they contact someone other than the supervisor such as the district safety officer or the union steward.

The size of the workplace also appears to influence the degree of co-operation that Level I reps receive from management in accepting their recommendations for safety changes. It appears that larger workplaces exhibit less management co-operation than those with fewer workers (Table 3.3.4C). It is likely that, given the nature of larger workplaces, the

boss-employee relationship is more structured and perhaps inhibits informal communication exchanges that appear to characterize successful Level I places. Co-operation between management and Level I reps was specifically identified a number of times as an area impacting upon the successful outcome of this system. As one person's comments illustrate:

> "In many of the work areas lower management does not co-operate with safety reps. They seem to feel that you are usurping their authority -- telling them what to do, so to speak. I do not feel that any improvement will come about until management holds health and safety meetings with all safety reps and management groups so that each side understands what the other is actually doing to improve things. Both sides need to co-operate to make the program work."

Furthermore, supervisors' attitudes about the health and safety structure quite often influence workers' perception of the system. "When supervisors treat the task as an ordeal, it tends to create negative impressions among fellow workers."

The need for lateral sharing of information among Level I reps was also expressed as a concern by some. As one person suggested, "there should be meetings at District Headquarters at least twice a year so that Level I reps can communicate with each other about their health and safety problems at the various workplaces."

3.5/ Level II Survey Findings

3.5.1/ Demographic Profile -- Level II

The distribution of Level II respondents divided almost evenly between those representing workers (46.5%) and those representing management (53.5%). This indicates an equal level of commitment by union and management reps to health and safety issues. Responses were obtained from all 18 Districts and Head Office ranging from a low of four responses in one district to a high of ten in another. Overall, an average of six members responded from each district -- which is the

number of people, according to the Directive, that comprise a Level II Committee. Alternate members constituted respondents in districts where more than six reps completed questionnaires.

The manner in which districts are grouped into regions does not provide for a reliable analytic component since some regions are comprised of three districts, resulting in about 18 respondents while others are comprised of as many as five, resulting in about 30 respondents. Therefore, the regional reporting of Level II survey findings is limited.

About a quarter (26%) of Level II reps are also Level I reps. All of these people represent workers. The majority (77%) have been a Level II committee member for more than one year.

3.5.2/ Level II: Structure

Most Level II committee members (58%) were appointed to their role as health and safety representatives. A smaller proportion (27%) were elected and still fewer (12%) volunteered. Workers were most often elected (58%) and those representing management were appointed (96%) (Table 3.4.2A).*

About half (52%) of the worker representatives were informed of their responsibilities by the union. A somewhat larger proportion (68%) of the management representatives were informed by management as to their Level II responsibilities. However, there appears to be no one consistent method by which Level II members were indoctrinated into the system (Table 3.4.2B).

Nearly half of Level II committees (48%) meet every three months (as per the Directive) and 14% meet "when necessary but not on a regular basis." A few noted their meetings vary according to the season. That is, a larger proportion of accidents occur in the winter and in order to accommodate the resulting increase in the volume of work, meetings are held more frequently during these periods.

*All tables referenced in this section (Level II Findings) are presented in Appendix F.

The frequency of meetings appears to vary among the five MTC regions (Table 3.4.2C). For example, the Central and Eastern regions more often report meetings on a monthly basis while the other regions, namely the two Northern and the Southwest regions, report meetings occurring every three months. Overall, most members (87%) feel the frequency of meetings is adequate because "it meets the needs of the committee" in carrying out its duties.

About a quarter of Level II members indicated they have attended some type of health and safety workshop or course within the past 18 months. The larger proportion of these (63%), represent workers rather than management (Table 3.4.2D).

Level II members were asked to identify what, in their opinion, are the major weaknesses of the Level I reps. These were reported as being inexperience (42%) and a lack of commitment to their responsibilities (23%). Another 12% feel it is a combination of the two, including the observation that Level I reps do not know how to get co-operation from management.

Ministry Safety Officers' involvement during Level II committee meetings is most often seen as one providing advice (68%). Involvement in other Level II business most usually entails providing additional information on a particular issue and follow-up.

About two-thirds of Level II members feel the three-level committee system works well, however 31% suggest "it needs extensive changes". Those who feel it works well most often note they feel this way because issues get resolved. Those who feel the structure requires extensive changes point to the need for a more streamlined process that reduces paper work and paper flow, provincial uniformity in terms of how the various committees operate, how Level I workplaces are inspected, and more direction and guidelines regarding the overall purpose of this structure. Furthermore, others felt that this system has too little authority in having their recommendations enacted, relies upon too many other ministries (i.e., Labour, Government Services) to resolve issues, and is too superficial in its involvement with issues. That is, procedures are sometimes followed merely for the sake of getting them done and not for enhancing health and safety in the workplace.

Overall, most representatives (71%) are satisfied being a Level II committee member. Workers represent nearly 72% of Level II members who are not satisfied (Table 3.4.2E).

Satisfaction is most often attributed to feelings that the committee structure helps promote health and safety and that "the job gets done". This was true for both worker and management members (Tables 3.4.2F, 3.4.2G). Dissatisfaction can be traced to the need for more time, a more streamlined process and the need for training as indicated by both union and management members. The need for more time was quite often expressed in relation to management/union co-operation. One person comments:

> "Somehow we have to convince upper and middle management that we have to attend and put forth an effort at these meetings. Management has denied the right of some Level II committee members to attend these meetings contesting that the workload will not permit it".

Another person's comments suggest repercussions from other workers or supervisors for spending time on committee-related business:

> "Co-workers resent time spent on Level II duties and we get no backing from our supervisors".

Another's comment:

> "Allow more time for Level I and II reps to carry out their duties and not have this negatively reflect in their performance appraisals".

3.5.3/ Level II: Function

Three activities were identified as those considered to be most important of Level II committee members. These were to identify hazardous situations (30%), to make recommendations about health and safety matters (28%), and to resolve health and safety matters of Level I (24%). Because Level II does not make inspections of the workplace, it is unclear how they would identify hazardous situations. Information they

receive from Level I enables them to rule on the preventability of accidents which have already occurred, and identify situations which may have Ministry-wide implications.

Identifying hazardous situations and resolving the health and safety matters of Level I was found to be a more important activity to workers than management members (Tables 3.4.3A, 3.4.3B). This may in part be attributed to the fact that 55% of Level II members representing workers are also Level I reps. Perhaps this dual role contributes to a perception that Level I and II responsibilities are synonymous.

The most difficult responsibility for Level II members to perform is investigating accidents (29%), followed by making recommendations (22%). Accident investigation was felt to be more important to workers than management (Table 3.4.3C).

Each Level II committee is responsible for many Level I reps or workplace committees. Furthermore, their geographical distribution within a given district may mean that to visit these workplaces would be an inefficient use of time and resources. It has therefore been left to the skill of the Level I reps to provide accident reports to the Level II committees. In many situations, it has been noted, these reports arrive at the Level II committee in an incomplete state preventing a full discussion and decision by Level II. These factors contribute to feelings of frustration by Level II members in that they cannot thoroughly investigate accidents as well as they would like or within a timeframe that is meaningful.

About 43% of Level II members spend no more than two hours per month on Level II committee business and a further 33% spend between three to four hours. More than half of this time (64%) is spent reviewing and adjudicating motor vehicle accident reports, while about 40% of their time is spent reviewing personal injury reports. The Northern and Southwestern regions spend more of their time investigating motor vehicle accident reports than do other regions (Table 3.4.3D).

Nearly half of respondents (46%) indicated that Level I provides less than 25% of the input into their committee's work. Furthermore, this appears to be directly influenced by the region in which they are located. The Southwestern and Central regions appear to get a higher proportion of their work from Level I than do the other three regions (Table 3.4.3E). This is not surprising given a previous finding that indicated low representation from Level I reps from districts in the Eastern, Northern and Northwestern regions.

Forty percent of Level II members report they do not know what proportion of workplaces are inspected on a regular basis by a Level I rep in their district. Otherwise, about half the workplaces are thought to be inspected by Level I. The main reasons for workplaces not being inspected were reported as being related to the fact that reps do not take their job seriously, no one wants the responsibility, and no Level I rep has been selected (58%).

Although about 86% of Level II members feel that a standard checklist to be completed by the Level I reps is important for a proper workplace inspection, the large proportion of those who do not feel this way (82%) represent management members (Table 3.4.3F). The same is also true concerning the importance of supervisors and Level I reps to walk the workplace together during workplace inspections. That is, the majority of respondents who felt this was not important (83%), represent management (Table 3.4.3G).

Nearly half (46%) of Level II members feel that Level I reports are not completed properly, while 21% claim they never get Level I reports.

Approximately 68% of Level II committees have dealt with more than 20 issues, more than half of these with more than 65 issues. This provides a minimal indication of the volume of health and safety matters occurring at the workplace, assuming that some are resolved locally and are never documented or reach the Level II committees. While most of these issues appear to have been resolved by the Level II committees, about 79% of

respondents indicated they had referred issues to the Level III committee. Furthermore, about half also referred issues elsewhere, besides Level III.

Respondents were asked what changes or improvements they would like to see in terms of the Level II committees. The majority of Level II members (73%) feel they should receive training in how to be a Level II committee member. Most of these people represent workers rather than management (Table 3.4.3H). This training most often seems to be in the areas of procedures for dealing with a problem and in how to perform their duties in general. As one respondent suggested:

> "The committee as a whole should meet and be instructed as to how it should function. I do not think the committee knows its responsibility".

Some people felt that the Level II committee seems too much like "judge and jury", and that the image should be changed from that of a court to one of a "body trying to prevent future accidents". Others felt the committees should have more power in changing policies and making recommendations. "We should have the authority if it is a proven safety hazard to order the work done." Still others questioned the purpose and relevancy of ruling as to whether or not accident was preventable. As one person indicated:

> "The committee focuses too much of its attention on the question of 'preventability/non-preventability' and not enough on pursuing a heightened level of safety consciousness."

Another person suggests:

> "Simply ruling on an accident as to whether it could or should not have happened and drop it at that is a complete waste of human resources. Unless some deterring guidelines are formulated, accidents and unsafe practices in the workplace will likely continue."

Finally, some respondents felt that a greater recognition of health and safety programs and of those actively participating in them is needed. "A much greater supportive role by MTC officials is needed."

3.5.4/ Level II: Communication

Other than Level I reps, health and safety issues are sometimes brought to the attention of the Level II committees by individual employees, Ministry Safety Officers, and to a much lesser extent by the Level III committee.

The majority of respondents (94%) felt that it is important for Level I reps to communicate informally with other workers by talking to them about health and safety concerns. Those who felt this is not important, all represent management members (Table 3.4.4A).

In contrast to Level I perceptions, Level II respondents reported that in about 18% of cases, Level I reps are not contacted to inform them about what action Level II has recommended regarding an issue presented to the Level II committee. Management members are of the opinion that Level I reps are contacted more frequently than worker members believe to be the case (Table 3.4.4B). This is usually done in writing (28%) or through the Level II committee minutes (27%).

In the past twelve months, nearly two-thirds (60%) of Level II committees had contacted the Level III committee. This was most often about issues concerning equipment and work environment. A much smaller proportion (9%) had contacted the Level III committee because of a specific issue thought to have Ministry-wide implications.

In general, about 42% felt the Level III committee handled their presented issue(s) well, 45% felt their issues were adequately handled, and 13% felt their issue was poorly handled. Those who were satisfied related it to the problem-solving ability of Level III. Those who were not pleased with the way in which the Level III committee handled their issues pointed to a weak feedback system as the major problem. That is, feedback from level III to Level II was perceived to be inconsistent and sometimes inadequate by Level II members. Furthermore, more than half the respondents (58%) felt that the time it takes for Level III to deal

with their issue is somewhat slow. This is not surprising given the meeting schedules of the various committees and the fact that Level III meets one in every three months. It is also apparent that the time Level III takes to deal with an issue influenced respondents' perceptions of how well they felt the committee functions (Table 3.4.4C).

In most cases, Level III notifies the Level II committee about their actions in writing (49%) or by way of Level III minutes (23%). Rarely is it done verbally or informally.

Asked about who else, other than the Level III committee, they would contact about a health or safety concern, about 47% indicated a supervisor or manager and 34% the Ministry Safety Officer. Furthermore, there appear to be various communication channels dependent upon the committee members' status. For example, management representatives tend to contact the Ministry Safety Officer more often than worker representatives. Likewise, workers would more often contact the union steward of the Ministry of Labour about a health and safety concern than would management members (Table 3.4.4D).

For the most part (80%), Level II members feel that their opinions and/or recommendations are respected by the Level III committee. This usually derives from their perception that they (Level II) provide good reports and expertise to Level III, and is backed by Level II's commitment and attitude in dealing with health and safety issues.

It appears that lateral communication between the various Level II committees does not exist to a large degree as indicated by the fact that over 75% never talk to Level II committee members in other districts. As one person noted:

> "Each Level II committee is an entity unto itself. We need communication between district committees."

Asked about what changes or improvements they would like to see in terms of the Level III committee, the need to improve the communication between Levels II and III was most prominent. This issue was also noted in relation to Level I reps. Lack of contact and appropriate feedback to

Level I was seen as an area requiring improvement. By the same token, notification of actions taken at the workplace as a result of Level II recommendations was also lacking. The present method of posting minutes does not always seem to be the best forum for communicating information. As one person's comments illustrate:

> "The format of minutes may be an efficient use of paper, but does not broadcast to employees the significant points of concern seen by the committee".

3.6/ Issues Tracking

3.6.1/ Introduction

As discussed in the methodology section of this report, two issues were selected for tracking based on criteria that they both had to have gone through all three levels of the committee structure, and that one was to be of a local nature and the other dealing with Ministry-wide concerns. The tracking process involved a number of steps including the acquisition of all documents, forms, letters, contact names and telephone numbers, clearance of people to be contacted, and finally contact.

Two issues were selected. One resulted from an accident dealing with propane, the second involved enhancement of the work environment, and in a loose sense a prevention issue.

This section of the report looks at each issue from the function, structure and communication perspectives. If the reader wishes to read the entire tracks, including flow charts of events, reference should be made to Appendix G.

3.6.2/ Issue 1 -- Propane Accident

Summary of the Issue

An employee tried to correct a leaking propane fillpipe. He was hit in the eye with propane. A personal injury form was completed by the

supervisor and confirmed by the Level I rep. Because of the nature of the accident and because propane was of current concern to the Ministry, Level II recommended it be transferred to Level III for overall Ministry assessment and recommendations.

Level III recommended specific filling procedures be posted in every filling station. The time span was approximately ten months. At this time, and in the minds of some respondents, the issue is not as yet fully resolved.

Structure

The relationship between Level III and other sources appears to be through the Occupational Health and Safety Office. Issues are clarified, other ministry staff are consulted and agenda are developed. The main approach to other parts of the health and safety complex is by written memorandum, preceeded by telephone contact. In general, the Occupational Health and Safety Office is able to mobilize and at times, motivate key individuals.

The Ministry maintains both functional and programatic categories for its division of labour. This is further confounded by regional/geographic divisions. Given the advisory function of the committees, it appears that the health and safety responsibility, while formally assigned to the Occupational Health and Safety Office in the areas of policy development, and to the Districts for program implementation, was at times at cross-purposes to both. One D.E. felt the issue should be resolved locally, not acknowledging the overall Ministry-wide implication issue. A Level II committee dropped the issue into the lap of Level III, because they felt it couldn't be resolved locally. The co-ordination of all key actors in this health and safety system seems, at times, to be absent or at least not functioning. In other words, the more people who were involved and added to the process, the more difficult the resolution of the issue became, given their area of responsibility.

It was found that attitude influenced the process. If contacts between people were not affected by territoriality or a lack of confidence concerning one party's competence, then the structure provided the forum

for problem-solving. However, given the seriousness of propane in general, one would have expected more or better timing from certain sources.

The original personal injury form had very marginal information. The concurrence of the Level I rep confirms that either there may have been a lack of interest or more probably insufficient information to form an (potential) opinion, independent of the supervisor. The form itself and the Level I involvement seem to be barriers to a better assessment procedure in that Level I reps are asked to comment about an accident they may not have seen occur and which usually the supervisor has already written comments about. As stated earlier, the major problems focus on timing, information collection, decision-making and decision-implementation.

Function

In deciding on the preventability issue, the Level II committee took the position that the accident was not preventable since training had not been provided.

Following this recommendation they passed it along to Level III which ruled differently -- that is, that the accident was preventable. Regardless of the ruling on preventability, little seems to have resulted beyond the pronouncement. One respondent said, "The accident is a plain and simple case of where a guy was given no instructions and told to fill up." In this case, one could argue either way in terms of preventability.

Level III sought to obtain more information from other experts. This led to communication difficulties between Level III and one particular district. However, its use of expert opinion did lead to Ministry-wide action, even though approximately ten months had elapsed. Most respondents from Level III and the outside experts felt the overall committee structure functioned well and did lead to positive results; namely more instruction and the physical posting of instructions at propane fill-up depots.

Of importance is the fact that while one particular accident brought the issue forward, the evolving process revealed that two similar accidents had occurred which were not referred to Level III. In other words, the notion or rather the operationalization of "Ministry-wide implications", given this situation at least, seems to be determined differentially.

Several respondents suggested that the problem of propane still lingers due to real or imagined fears. Further, they suggest that many more briefings and more training are required.

The committees' functions, given the above, worked fairly well. Levels II and III interacted well, but Level I seemed detached and removed from both the incident and Level II. As far as can be determined, the Level I rep was never recontacted at any point, by anyone, after he wrote on the personal injury form, "I concur with the supervisor."

Communication

The first level of communication between the Level I rep, the Supervisor and the injured worker seems weak. The Level I rep's responsibility to address the injury from a preventability perspective seems to be little more than a signature. It would seem that the Level I person did not have adequate information communicated to him for decision-making purposes.

Thus, the transfer of the written information to Level II came mostly from the supervisor. Level II concurred with his observation but communicated to Level III the need for a wider application of training and information.

Again, Level III operated, at least initially on the information provided by the supervisor. As the issue unfolded and revealed its complexities, other experts provided additional information. However, the amount of communication back to Level I or Level II dropped as "experts" came into the picture. It would seem that on-going feedback to the source of the

issue might enhance the aspects of status, recognition, sense of importance and issue resolution on the local level. As the issue reached towards resolution, numerous pieces of correspondence were written; little if any, was sent as copies to Level I or Level II.

Within this correspondence a number of minor issues arise. For example, the D.E. from the District where procedures were copied by the Engineering Office for province-wide distribution suggested he did not know this was done.

Again, the co-ordination of information enhances better communication, but involves more work for all concerned.

The ongoing status of the issue is yet unclear to many people. For example, one person from the Equipment Office suggested that "the last I heard there were still hassles concerning colour codes for propane filling instructions on trucks." Another person commented that they thought the Level II request "should have come directly to the Equipment Office rather than Level III, since it just took longer that way." According to the Directive, the correct procedure for information transfer was followed. In addition, the correct processing by Level III was followed. The major concern that arises out of this is the need to co-ordinate information between levels.

3.6.3/ Issue 2 -- Installation of a Doorway Between Two Asphalt Cement Labs

Summary of the Issue

The Level I Workplace Committee requested that a doorway be installed between two asphalt labs because it was their assessment that it would make for a safer workplace. The committee requested that the Ministry of Government Services be asked to investigate and arrange for the changes. After seven months had elapsed, and no apparent action had been taken on the part of MGS to address the request, an action request form was sent to the Level II committee by Level I. The issue was then referred to the Level III Committee.

Two separate investigations were conducted, one by the Regional Safety Supervisor and the other by the Occupational Health and Safety Office. The Level III Committee accepted the findings of the latter which indicated that from a safety standpoint, the degree of risk did not warrant putting in the doorway and notified the Level II Committee of their decision. This issue spanned 16 months and in the minds of some respondents has not yet been resolved.

Structure

In this particular issue of installing a doorway between two asphalt labs, the Health and Safety Committee structure became involved only after another course of action (namely MGS) proved to be ineffective in producing results. It is important to note, however, that the Health and Safety Committee system does not function independently, but rather is interrelated with a number of other existing structures -- in this case Government Services and the regional MTC office. People from these other structures became involved when attempts were made to resolve this issue.

Once the issue was identified by the Level I Committee, it was passed up through the MTC office structure until it was designated to the "appropriate" place. This was decided from the nature of the request. That is, issues dealing with necessary alterations to the physical plant structure of the workplace are dealt with by MTC. Issues that request alterations to the physical plant structure for the sake of convenience are referred to MGS. Because the nature of this request clearly did not involve "life/death" circumstances, it was referred to MGS.

At this point the issue was placed in the contexts of yet another structure. MGS adheres to certain procedures when dealing with funding requests.

Initially, the various ministries are asked to identify and set priorities on their needs for funding for the following year and submit these to MGS. Designation of funds for the upcoming year is usually decided in the fall at which time the major portion of funds available for these types of requests are allocated. In terms of the health and

safety committee structure, this means that requests being submitted for funding after this time are usually not met due to the lack of funds available. The health and safety committee appear to be poorly informed about the procedures of other structures they interface with in order to have their issues addressed and as a result have sometimes reached incorrect conclusions about why their requests are not met.

MGS received the request for funds to install a doorway between two asphalt labs in April and was unable to allocate funds. At this point, Level I decided to pass the issue up through the health and safety system which dealt with it according to their standard procedures. The result was that the issue was passed up to Level III where a decision was made that the installation was not warranted. As far as the health and safety committee structure was concerned, this issue was closed.

The Level I Committee was not satisfied with this ruling and has subsequently resubmitted their application to MGS. They are awaiting their decision.

The one other structural factor relating to this issue to be noted is the length of time it took from initial identification to closure and the fact that after 16 months, the issue is still not resolved but closed as far as the Level II and III health and safety committees are concerned.

Function

According to the Ministry Directive, this issue demonstrates that while the three levels all carried out their duties according to form, differences exist about the degree of satisfaction at the end of this exercise. The Level III committee is satisfied that the issue was investigated and resolved. The Level I committee is unsatisfied because the Level III ruling did not concur with their request for the doorway. People involved at the workplace were generally left with the feeling that the health and safety committee structure was a paper exercise that accomplished nothing.

Communication

The communication pattern exhibited in this issue appeared to be formal although sometimes lacking. Nearly all the information exchanges were in the form of written documentation including the use of an "action request form" by the Level I Committee.

Communication between Levels II and III appeared to be reciprocal while that involving Level I was unidirectional. At no point, were results of decisions sent back to Level I.

3.7/ Telephone Follow-up Interview Findings

3.7.1/ Structure

Five Level II committees were randomly selected from the total of 19 and the union and management co-chairmen of each were interviewed to clarify a number of issues arising from the surveys. A copy of the telephone interview schedule is presented in Appendix D.

A number of specific questions about the structural make-up of the committees were asked. For the most part, the roles that members bring with them to the committee (i.e., union/management) do not appear to present any serious problems in terms of how people get along as a committee. Furthermore, alternating the chairmanship appears to work quite well for most people. One person mentioned there is a loss of continuity when old business is carried forward to the next meeting. Another pointed out that meetings tend to take a little longer when chaired by the union member and suggested that some instruction about how to conduct a meeting would alleviate this slight problem. Still another indicated that management chairs all their meetings and that this seemed to be agreeable to everyone concerned.

Inquiries about the relationship of the Ministry Safety Officer to the committees were made. Most people agreed that the Ministry Safety Officers try to attend most meetings and usually have an active role by providing expertise in specialized areas under review by the committee.

Most people agreed that a system of rotating committee members would benefit the overall performance of the committees. A period of about two years was most often suggested as a timeframe, given that it takes some time to "get on top of the system".

Level II co-chairmen confirmed previous findings that little standardization exists in the way members are appointed/elected and how they are trained/ oriented to their responsibilities. Orientation is usually comprised of observing a Level II meeting and "getting the drift of what is going on".

Asked about the type of person who should ideally be on the committee, many mentioned that a good general knowledge, and commitment and interest were more important than having people with specific expertise. This is due to the fact that a willingness for people to get involved in this system is sadly lacking and also that committees have access to experts if an issue is beyond their jurisdiction.

Attending committee meetings appears to present few problems for most people. Some use a one-week notification system informing members of the meeting.

The process of Level II committee meetings appears to be fairly standardized across the various districts. Generally, old business is dealt with first. The motor vehicle and personal injury accident reports are then reviewed one by one. Usually the chairman will read the particular incident, a discussion follows and either a vote is taken or a consensus is reached about the preventability ruling. Specific recommendations about preventability are usually made. The recording secretary notes the committee's decision and recommendation on the proper form and the next issue is introduced.

Few issues are referred to the Level III committee. Those that cannot be resolved by the Level II committee and those identified to have Ministry-wide implications are referred. These are generally felt to be clearly identifiable due to their broad applicable nature.

Visitors, other than the Ministry Safety Officers quite regularly attend Level II committee meetings. Most often these people are the District Engineer or the Equipment Supervisor.

3.7.2/ Function

Level II co-chairmen were asked to indicate how their committees handle the preventability ruling. Generally, each situation is individually reviewed. They then determine if adequate information has been provided to make a decision. In cases where there is not, the report is sent back to Level I. This blockage of information often causes delays in dealing with issues. If sufficient information has been provided, they try to determine if the employee did everything she/he could, if proper safety procedures were followed, or if the equipment malfunctioned. It was reported that a certain amount of expertise is required in looking at the preventability issue.

Recommendations are usually made as each case is reviewed and recorded on the adjudication form. These are generally sent back to the workplace supervisor or manager who is not obligated to carry out any recommendations. However, if the D.E. gives his approval, committee co-chairmen feel action will be taken.

Indicators that reflect a well functioning committee include good attendance, a low turnover rate of members and proper information (from Level I) upon which to base decisions. Personal qualities that enhance a working committee appear to be an open mind, general rather than specialized knowledge, good communication skills and the ability to take a position.

One person felt that the success of their committee is directly related to the ability of Level I reps to do their job properly and get along with their supervisor. Level I reps do not necessarily investigate all accidents at their workplace. They therefore need to rely on the supervisor's statement of what happened. Some Level I and Level II reps fear repercussions on the job, especially in controversial areas. It was suggested that the Ministry should set up a way to deal with "blackballing" in the system.

Most respondents agreed that once a ruling has been made and recommendations forwarded, the issue is considered to have been resolved. There is generally no follow-up to inquire about any actions taken pertaining to the recommendations. Sometimes, by word-of-mouth, results get back to the committee. For example, if a committee member works at the location where the accident occurred, he/she will quite often know what actions have been taken.

Asked about the overall purpose of the committees, most people felt that, given their mandate of ruling on preventability and making recommendations, they were adequately addressing their duties. One person felt that to go beyond this would mean getting "political", increasing the risk of losing the value of promoting health and safety. Another was concerned about what else they could do without "becoming a hatchet". Some others were uncertain about what all of this was accomplishing and questioned the overall effectiveness of the structure. One person felt that to be serious about health and safety, a written workplace inspection record is needed, as well as a more uniform system of feedback between the three levels.

3.7.3/ Communication

A number of communication issues were identified by Level II co-chairmen that have implications for the overall success of this health and safety system.

One of these related to the lack of follow-up to recommendations and general feedback from one level to the next. This was particularly noted as a problem between Levels I and II.

Some people pointed out that sometimes the Ministry Safety Officers act as catalysts for transferring information due to the nature of their work which tends to put them in touch with a number of work places. Otherwise, the sharing of information about the activities of various levels is more often accidental than planned.

Another way that some committees "keep on top of an issue" is to keep it on their agenda until they are notified about what action has been taken or what decisions have been made by those in the position to implement action. However, they must keep in constant touch with these people.

4/ CONCLUSIONS AND RECOMMENDATIONS

4.1/ General Overview

This report began with the observation that the Occupational Health and Safety Act and the resultant MTC Directive were designed to provide a medium through which the health and safety concerns of some 10 000 MTC employees could be addressed. The first research task was to examine the resultant tri-level structure. A second objective of this study was to "suggest methods of improving the effectiveness of this committee structure."

This final section of the report presents a number of recommendations based on the findings reported in the previous section. The recommendations, as were the findings, are divided into three parts:

- those dealing with the rep and committee structure,
- the functions of each level, and
- their communications.

Prior to specific conclusions and recommendations, some general observations are presented.

Throughout this study our approach has emphasized how the tri-level structure has divided its tasks and co-ordinated them to achieve the overall systemic goal. At times the resolution of an issue begins with incomplete information transfer between Level's I and II. The most difficult assignment under the current structure is to collect information at the workplace level.

At Level I, functions are performed differentially, if at all. Little standardization is evident through formal indoctrination, supervision of structures (forms) for inspections; communication with Level II is not usual through any method other than the form fill-out. This, as we have seen in at least one of the tracks, results in little more than an "I concur" statement. The hesitation of Level I reps to become involved in their role can be attributed to a lack of training about what they are supposed to do and sometimes inhibiting supervisor/worker situations.

Once an issue reaches Levels II and III, things become clearer. For example, here the procedures are formalized, the Manager of the Occupational Health and Safety Office has been assigned the Level III support

function and he ensures that the Directive is followed realistically. By screening issues, gathering information and communicating with key people he preps the Level III and allows it to perform. While the Level II recording secretaries are expected to perform similar Level II tasks, it depends on the individual.

The Level III structure has a wide span of influence. Also, Level II, when supported by the D.E., has influence. Level I, is without influence in terms of actioning issues that are not resolved at the workplace. This can be attributed to Level I's receiving little if any information, and at times, a lack of understanding of their function on the part of supervisors.

The procedures around performance are not clear. Aside from the Directive there is no formalized monitoring of how functions are performed. This differs from what functions are performed.

Almost three years have passed and our findings suggest that the original tri-level committee structure presents both strengths and weaknesses. The overall strength appears to be the evolution and gradual acceptance of a structure, within which health and safety issues and concerns can be addressed through a range of functions and a communication network. The overall weakness is that the original Directive could not anticipate how the tri-level committee structure would unfold. After more than two years of operation some redefinition in terms of roles and responsibilities and more formalization in the areas of structure, function and communication is needed.

As a whole, the success of the structure depends on mutual adjustment based on relationship building, informality and persuasion. While this certainly enhances the operation, it can sometimes slow down the process.

Recommended procedures are usually followed, although it was often found that following a procedure (i.e., ruling on preventability) did not guarantee standard results. For example, the same issue appeared in several districts and was ruled upon differently in each. This suggests

that standard specifications for deciding on preventability do not exist.

Further formalization of a number of components is necessary for the standardization of activities, skills and outputs if the tri-level system is to serve equitably across the Ministry and province.

The suggested changes following, with the exception of one, will not require extensive expenditures. Usually the recommendations deal with the need for greater formalization, monitoring, procedure development, and a redefinition for implementation. The conclusions are presented for each level using the same overall approach of structure, function and communication. While each level is presented separately, the spirit of these recommendations demands greater synergism of levels.

4.2/ Level I

4.2.1/ Structure

While the Level 1 position was set up to be present in all workplaces of the MTC, many of these workplaces do not have reps or do not have functioning reps. There are reasons for both problems. A revision of the required work activities would enhance the motivation to be a rep and his/her ability to perform. A number of recommendations follow.

1/ The term of office of a Level I rep should not exceed two years, which should also be the required prerequisite before an individual is considered for a Level II position.

2/ Level I representatives should not be a Level II rep and vice versa due to the amount of time required to properly perform both functions, the maintenance of clearly defined functions, and to providing for a system of graduating Level I reps to Level II positions. The positions should be kept separate.

3/ Where there is no rep, OPSEU should be notified by the Level II union co-chairmen. A supervisor should not be allowed to complete reports of accidents.

4/ That OPSEU seriously reconsider using stewards as Level I reps. The health and safety rep and the steward positions cannot and should not be considered synonymous. The former is based on mutual adjustment and compromise with the supervisor, the latter often requires advocacy and conflict.

5/ According to the Directive, after a rep is selected, his/her name, address and position must be forwarded by the OPSEU staff representative to the Level II management co-chairmen. This is not now occurring in many situations. A formal letter of acknowledgement including an orientation kit, safety rep pin and identification card, contact name etc., should be forwarded to the rep by Level II.

6/ A clear statement of required Level I activities should be developed. This should form part of an orientation package developed by Head Office which, in addition to these job specifications, should contain the following:

- work site inspection forms numbered by month;
- samples of other forms (see # 7);
- a Level II contact person;
- key Ministry names and telephone numbers (these key people should be notified by Level II that their names have been given out);
- guidelines to follow when performing responsibilities; and
- a health and safety rep card and health and safety rep lapel pin.

7/ Two new forms should be developed to enhance the responsibilities of the Level I rep. The major forms currently used should delete the need for Level I comments and should be replaced with the following:

7.1/ Monthly Inspection Form

This form should be introduced with general categories (both OPSEU an the Ministry have prototypes). This form should be refined with the Ministry Safety Officers and each rep over the next twelve months. Gradually, over time a specialized form unique to each workplace would be developed, having specific closed categories for inspections requiring a check (✓) to specify whether the category has been seen and whether there were any existing problems.

7.2/ Information Collection Form
The Level I rep should be responsible to ensure that sufficient information has been collected from the right parties prior to submitting either the Personal Injury or Motor Vehicle Accident forms. This form should specify the sources and information required by Level II. Reasons for incomplete information would be noted.

8/ Specific and formal monthly workplace inspection dates should be predetermined and adhered to, as are the Level II and Level III meetings. Level I's should not have to negotiate with individual supervisors, rather supervisors should be notified by the D.E. that a specific time must be set aside each month. This time should be made known to Level II.

9/ Specific activities for Level I reps should be given to all workplace supervisors and managers. Functional differences should be specified.

10/ Supervisors should always accompany Level I reps on monthly inspections.

4.2.2/ Function

11/ Whereas forms ADM-L-3, ADM-P-54 and ADM-P-55 require Level I comment, and whereas Level I reps usually have only the written comments already on the form itself to use as the basis for their evaluation (except for fatal or critical accidents where they can choose to go out to investigate), it appears that comments forthcoming in most cases reflect a lack of information, motivation or fear to develop views independent from those of the supervisor. Therefore, we recommend that Level I not be asked to comment or rule on preventability. Rather, their responsibility should be to ensure that prior to forwarding these forms to Level II, all required information has been collected. This would be based on a procedure set out in a form (see #7.2). This would change the reps current function and enhance their status, induce compliance and eliminate potential supervisor/rep conflicts and resultant fears. It would also further the goal of timely decision-making by Level II in that forms would not be

returned by Level II for incomplete information. Overall system effectiveness would be enhanced.

Therefore, the two main and central functions of a Level I rep should be the monthly workplace inspections, and the monitoring of necessary information concerning injuries and accidents. Level I should not adjudicate or assess accidents as they currently are supposed to do. While this may mean an increase in Level I duties, it should also provide for increased recognition and satisfaction from result-oriented work.

12/ Level I reps should receive basic training from the Ministry Safety Officer on how to conduct a workplace inspection. This training should coincide with regular annual visits to the workplace by the Ministry Safety Officer over the next 12 months. Future reps should be oriented by the previous rep (where possible), followed up by the Ministry Safety Officer as stated.

13/ The Directive specifies that documentation of reports are only required when it "has not been possible to resolve a problem to the satisfaction of those concerned." This implies a potential rep/supervisor conflict -- usually avoided by reps, thus affecting the passage of information and the ultimate system outcomes. Every situation -- resolved or unresolved, should be documented and forwarded to Level II as a matter of required procedure. This could be part of the Workplace Inspection Forms and removes the necessity for Level I to confront a supervisor and prevents potential conflicts. Further, all this information would become part of a more formalized information system which overviews, and analyzes district and provincial health and safety concerns (see Level III #4).

14/ Incentives enhance performance and motivation. Incentives could include a special Ministry Health and Safety Lapel pin and ID and the formal entry on an employee's record that they had served as a rep.

15/ Level I functions should be routinely monitored by a Level II contact person (see #17). This should include written feedback on performance concerning the two aforementioned central functions.

4.2.3/ Communication

16/ Level I reps should be responsible to a specific Level II contact person. It is to this person they send their monthly forms.

17/ The suggested new forms (see #7) should be forwarded to Level II. Level II should review these and provide written feedback to Level I concerning their performance.

18/ At least once every two years meetings should be held with Level I reps, Safety Officers, and Level II reps in each district. This would enhance communication and help formalize procedures.

19/ Currently, once an issue leaves Level I it finds its own identity -- away from Level I -- often leaving Level I in the dust of a decision. Ongoing feedback would allow progress of an issue, thus addressing the integrity of the Level I position. Therefore, all Level II decisions should be communicated in writing to Level I. Where an issue has gone from Level II to Level III, all correspondence relating to that matter should be sent back to Level I as well.

4.3/ Level II

4.3.1/ Structure

1/ Level II members should, where possible, serve no more than two years. The procedure for replacement of members should be a more thought-out process. Co-chairmen should discuss future members needed to enhance Level II performance. This could include geographic, type of work-place and specialization qualifications.

2/ All Level II employee reps should, as a prerequisite, have served as a Level I rep. Management reps should preferably have worked successfully with a Level I rep in a workplace.

3/ Level II committee members should be neutral and not bring what may be adversary roles with them. For example, they should not also be union stewards.

4/ Each Level II rep should have a roster of Level I reps for whom they will be the central contact person.

5/ Alternates should attend at least one meeting per year.

6/ Orientation kits should be given to new Level II reps. They should include a clear specification of responsibilities, samples of forms used, contact procedures, examples of issues dealt with by Level II, rep pins and so on. These kits should be prepared by Level III.

7/ The number of Level II members can only be explained if representation from different parts of the District is the goal. We recommend that reps should represent different parts of the District and specific types of workplaces that exist within that District.

8/ Chairmanship of Level II meetings should rotate between management and employee reps. While this is specified in the Directive, it is not occurring in all Districts.

9/ The recording secretaries of Level II should perform the following with committee member assistance:

- The analysis of all documents coming from Level I's including the aggregation of recurring problem areas identified from monthly inspections as specified in the monthly inspection forms. (For the purpose of this aggregation, a standard form should be developed by Level III).

- The preparation of issues for discussion including full documentation and their distribution to Level II reps.

- The preparation and distribution of correspondence and memos including the monitoring of decisions and the resolution of issues.

- The distribution of agenda.

- Follow-up of key people named to help resolve a health or safety issue, and collection from them of information concerning their actions.

- The monitoring of all workplaces to ensure that reps are present.

- Contact with the OPSEU field staff concerning the placement or replacement of Level I and Level II reps.

10/ Agendas should be circulated to members two weeks in advance of meetings. Supporting documents dealing with particular issues should be supplied, so that members can come to meetings better prepared and more familiar with the issues.

11/ As with all advisory bodies, the health and safety structure was not given the authority to implement its decisions. It was meant to use persuasion and good evidence as its recommendation implementing tools. It is, therefore, critical that Level II not find itself with dozens of decisions and recommendations that sit unresolved or unaddressed. The study has revealed that where the D.E. is at each Level II meeting, this rarely happens. The Directive leaves participation to the discretion of the D.E. We therefore recommend that the D.E. be present at each meeting to place his authority behind appropriate recommendations.

12/ While the Directive specifies that Level II's meet quarterly, it is apparent that time delays in resolving issues are the result -- especially where numerous issues come forward. It is recommended that Level II's meet monthly. Where geography presents travel barriers, we recommend that a working subcommittee of Level II be struck to meet monthly. This should include the recording secretary and both co-chairmen. This would enhance the speed with which an issue moves through the system. Agendas should be submitted to all members in advance and decisions can be communicated by telephone to other committee members.

4.3.2/ Function

13/ The Directive states that Level II should rule on the preventable nature of an accident. It defines a preventable accident as one "where the employee involved failed to do everything he REASONABLY could have done to prevent the accident." This could be interpreted as finding fault. We have found that the procedures used for this determination are inconsistently applied and nonstandardized. The ruling does not enhance the spirit of co-operation evidenced in both the Act and the Directive. Therefore, we recommend that Level II no longer rule on preventability. Rather, Level II should analyze each accident with a view to verifying existing safety procedures or assessing the need to establish new ones.

14/ All issues dealt with by Level II, as well as the aggregation of Level I statistics, should be forwarded to the Level III recording secretary. This is to facilitate the information review at one central point in the system.

15/ Issues sent to other Ministry staff should not be carried forward for more than one month. If they do recur, an automatic notification should go to the Level III and D.E. directly following the committee meeting.

16/ Co-chairmen should receive training in how to conduct meetings. This should be the responsibility of Level III.

17/ An annual meeting of all Level II co-chairmen and Level III members should be held. This would be used to clarify issues, enhance lateral communication, standardization of function and the introduction of training.

18/ Level II should forward all minutes of meetings and all correspondence specific to a particular workplace issue to the appropriate Level I rep.

19/ The Directive specifies that Level II is expected to "identify situations that may be a source of danger or hazard to workers." To do this properly Level II must have sufficient information about

a particular issue or about developing trends. Therefore all Level I activities should be formalized and forwarded to the Level II recording secretary for analysis and examination.

4.3.3/ Communication

20/ Level II should notify Level I as to the status of Level I issues. This should include correspondence that Level II forwards and collects as part of their decision-making and information-collecting functions.

21/ Level II should look for trends and patterns that come forward through their analysis of Level I forms. These trends should go forward to Level III so that the "Ministry-wide implication" goal of the system can be better served.

4.4/ Level III

4.4.1/ Structure

1/ Many of the preceeding recommendations are dependent upon more Level III control over the tri-level structure. As such, one major cost-related expenditure is recommended. One additional full-time staff person should be hired to be the Level III committee staff person. This would alter the role of the Manager, Occupational Health and Safety Office in that the staff person would perform many of his current functions plus others. In addition, the staff person would report to the Occupational Health and Safety Office Manager. The specifics of a job description should include:

- Analyze all Level I and Level II documents and report on overall provincial health and safety trends to Level III.

- Monitor all Level II's to ensure that their functions are being carried out according to the Directive.

- Produce a health and safety newsletter that would be distributed to Levels I and II. This newsletter would include Level III decisions,

recognition of reps (i.e., Rep of the Month), information on new procedures and equipment, innovative ways to conduct inspections, new policies and programs, safety hints and so on. (We recommend this as an excellent vehicle to enhance the sense of status, communication and standardization.)

- Collect information about issues coming forward to Level III.
- Correspond, under the signature of the Occupational Health and Safety Office Manager, with all people concerning Level III issues.
- Serve as Level III recording secretary.
- Maintain and update lists of Level I and Level II reps.
- Co-ordinate and design training sessions to be delivered by Safety Officers to Level I reps. Models such as "training the trainer" should be examined.
- Maintain liaison with OPSEU field staff concerning relevant issues or the filling of rep positions.
- Maintain liaison with other Ontario government Health and Safety Committees concerning common issues and organizational developments.

These are several example functions we suggest. However, Level III should study these functions more thoroughly.

2/ Level III, given the volume of information and the need to improve turn-around time, should meet monthly. If this is not possible, then a working committee made up of the staff person, one OPSEU and one management rep should meet monthly or, to minimize costs, exchange information through teleconferencing. Telephone communication should be used to gain consensus from absent members.

3/ Level III should undertake a careful self-examination of its representatives. Membership for employee members should be based on previous demonstrated involvement and commitment to health and safety.

The high visibility management positions are important in that they give the committee Ministry-wide credibility. In addition, the OPSEU staff member brings OPSEU liaison and continuity.

4/ The health and safety committee system does not function independently from other structures. Lack of understanding as to how these structures operate can lead to futility. Proper contact procedures and problem-solving should be specified by Level III and communicated through the recommended Levels I and II orientation kits and the newsletter.

4.4.2/ Functions

5/ Since Level III is charged with the monitoring of health and safety concerns across the province, the previous recommendations for Level I and II have provided for a system where a large volume of information would flow up. In addition, if Level III is to achieve its goals of overall system monitoring and health and safety prevention, it must know what is happening across the province. As a result, we recommend the following:

- A revision of forms (as per earlier recommendations).

- The development of an information system that will compile and aggregate data, allow for a mechanism to pinpoint problem areas quickly, identify recurring problems, and provide an overview of health and safety development across the province. This could be greatly facilitated by computerized entry of data that would provide for quick access and efficient storage of information.

6/ Level III must redefine "Ministry-wide implications". As it stands now, this term is differentially applied by Levels I and II. All information coming forward should be assessed against specific criteria.

4.4.3/ Communication

7/ The Level III committee should ensure that all communication between itself and other Ministry personnel around a Level I initiated issue, be transmitted not only to Level II but also back to the Level I rep who initiated the issue.

APPENDICES

Appendix A/
Health and Safety Committee Persons Interviewed

MTC PERSONS INTERVIEWED

David Duncan	-- Project Manager
Dave Barr	-- Manager, Maintenance Operations
Charles Trumble	-- Driver Examiner
Malcolm McDougall	-- Safety Co-ordinator
Keith Dinelle	-- Garage Attendant
Jim Quigley	-- Sudbury
Tony Shipston	-- (previous) Safety Co-ordinator
Michael Rowett	-- Staff Representative, OPSEU
Don Coombes	-- Regional Safety Supervisor
Ken Donaghue	-- Staff Representative, OPSEU
Mervin Stevens	-- Manager, Occupational Health and Safety
Robert DeMatteo	-- Research Officer, OPSEU
Andy Sabourin	-- Staff Representative, OPSEU
D.E. Edwards	-- Regional Safety Officer
Mike Wilson	-- Regional Safety Officer
T.R. Parker	-- Regional Safety Officer
R.M. Reid	-- Supervisor
J.A. Brown	-- Manager, Administration Services
T. Hickey	-- Municipal Engineer
Art Gilbert	-- Safety Supervisor
D. Plumridge	-- Regional Manager, MGS
C.K. Kemp	-- Recording Secretary
Ron Covello	-- Equipment Office
Ray Camball	-- Transportation Technology and Energy Branch
H.K. Kirchner	-- District Engineer
K.G. Forker	-- Manager, Equipment Office
G.C. Hodgins	-- Fleet Management Section
G. Potter	-- Equipment Office
G. Norman	-- Maintenance Engineer
M. McAllister	-- Driver Examiner D & V
B. Blume	-- Municipal Engineer
J. Lalande	-- Draftsman
W.D. Ham	-- Municipal Engineer
R.G. Matthews	-- Signs & Buildings Inspector
R.J. Andrews	-- Services Supervisor
P. Eaton	-- Patrolman
G. Gombola	-- Maintenance Engineer

Appendix B/
Level I and Level II Self-Report Packages

Ontario Public Service Employees Union

January 26, 1983

TO ALL HEALTH AND SAFETY REPRESENTATIVES
LEVEL ONE AND TWO
MINISTRY OF TRANSPORTATION AND
COMMUNICATIONS

Dear Brother/Sister:

The attached questionnaire is the result of a joint Union/Management agreement to have an outside consulting firm examine the present Health and Safety structure within the Ministry of Transportation and Communications. The questionnaire is one that has been developed by the three parties, we are urging you to complete this form and return it as quickly as possible.

As you can see, particular onus has been put on confidentiality. The form cannot be identified as having been completed by any individual and will be used solely for the purpose of evaluating the effectiveness of the structure.

We would ask that you give these questionnaires your immediate and serious consideration.

In solidarity,

Sean O'Flynn
President, O.P.S.E.U.

Office of the
Deputy Minister

Ministry of
Transportation and
Communications

East Building
1201 Wilson Avenue
Downsview Ontario
M3M 1J8
416/248-3604

January 27, 1983

MEMORANDUM TO: Management Joint Health and Safety Committee Members

The Level III Joint Health and Safety Committee is conducting a survey of M.T.C. staff participating in the Joint Health and Safety program. The aim is to learn more about the problems of the tri-level committees in performing their assigned tasks so that their effectiveness can be improved. The need to learn more about how well the program is working has been expressed by people from all committee levels.

The Levy-Coughlin Partnership, a private research firm, has been engaged to carry out this survey. I urge you to take a few moments to fill out the enclosed copy of the survey form. Levy-Coughlin will be responsible for preparing the survey results and, of course, all your responses will be completely confidential.

This is the first time that an extensive survey dealing with the M.T.C. Joint Health and Safety committees has been undertaken. It will be through the participation of all joint health and safety representatives that an accurate assessment of the committee structure will be made.

I would like to thank you, in advance, for your time and co-operation in the completion of this survey.

Yours truly,

Harold Gilbert,
Deputy Minister.

LCP THE LEVY-COUGHLIN PARTNERSHIP
SOCIAL RESEARCH & MANAGEMENT CONSULTATION

12 Cumberland Street, 2nd Floor, Toronto, Ontario Tel (416) 961-8852

Dear Level I Representative or Committee Member:

The Ministry of Transportation and Communications has hired The Levy-Coughlin research company to examine the Joint Health and Safety Committee Structure.

Enclosed is a survey form that is being sent to all Level I Representatives and committee members. The information you provide by answering these questions will help to develop a more effective method for you to do your job as a health and safety representative.

It is important that each survey form be completed by the Level I Representative or committee member at your workplace. If you are not the Level I Representative, please pass this form along to the person who is.

You may be assured that your responses are completely confidential. You do not need to put your name on the questionnaire. Our intention is not to report on individual answers but on the opinions of all Level I Representatives as a group across the province.

Thank you for your assistance and co-operation. We look forward to receiving your completed questionnaire.

Yours sincerely,

Steven Levy, Ph.d.
The Levy-Coughlin Partnership

SL:eh
Encl.

P.S. If you are a Level II rep as well, you will be receiving another form about that position. Please fill out both forms.

MINISTRY OF TRANSPORTATION AND COMMUNICATIONS

A STUDY TO EXAMINE THE JOINT HEALTH AND

SAFETY COMMITTEE STRUCTURE

LEVEL I QUESTIONNAIRE

Instructions

This form will take about 20 minutes to complete. It should be filled out by the Level I Employee Health and Safety Representative or a Level I Work-place Committee Member. For most of the questions, you need simply to check (✓) a box indicating your choice of an answer.

Please return this completed form in the envelope provided within one week. (You do Not need to add postage).

Thank you.

CONFIDENTIAL

INTRODUCTION

We would like to learn about your experience being a Level I Joint Health and Safety Representative. Your answers to this form are confidential. Only the people doing this research will see your answers. Please do not put your name on this form.

1/ Are you now a Level I Employee Health and Safety Representative or a member of a Level I Work Place Committee? (Please check the appropriate box)

	%
1/ [] I am a Level I Employee Health and Safety Representative	78.0
2/ [] I am a Member of a Level I Work Place Committee	22.0
	100.0

Please Note: For the remainder of this questionnaire, we will be referring to Employee Health and Safety Representatives and members of a Level I Work Place Committee as "Level I Reps".

2/ As of today, how long have you been a Level I Rep? (Please check the appropriate box)

	%
1/ [] Less than 6 months	5.5
2/ [] 6 months - 1 year	13.6
3/ [] More than 1 year	80.9
	100.0

3/ How did you come to be the Level I Rep in your workplace? (Please check the appropriate box)

	%
1/ [] I volunteered	35.3
2/ [] I was appointed by union	30.3
3/ [] I was elected	24.8
4/ [] In some other way (Please explain in the space below)	9.6
	100.0

4/ Are you also the union steward or a manager of your workplace? (Please check the appropriate box)

	%
1/ [] I am the union steward	48.4
2/ [] I am not the steward but I do hold another O.P.S.E.U. position	5.5
3/ [] I am a manager of a workplace	5.1
4/ [] I am a worker	41.0
	100.0

5/ Are you also a level II Rep?

	%
1/ [] Yes	11.3
2/ [] No	88.7
	100.0

6/ Which type of workplace do you represent as a Level I Rep? (Please check the approprate box)

	%
1/ [] Shop	7.3
2/ [] Garage	13.2
3/ [] Lab	5.5
4/ [] Road Patrol	40.9
5/ [] Office	15.5
6/ Other (Please specify)	17.7
	100.0

7/ How many workers are there now in the workplace you are responsible for?

	%
1/ [] less than 5	15.3
2/ [] 5 - 10	39.1
3/ [] 11 - 20	23.7
4/ [] 21 - 39	15.8
5/ [] >39	6.0
	100.0

8/ Where do you work?

	%
1/ Southwestern Region	32.1
2/ Central Region	10.7
3/ Eastern Region	8.2
4/ Northern Region	15.8
5/ Northwestern Region	13.8
6/ Head Office	19.4
	100.0

9/ Based on your understanding, please indicate how important each of the following activities are for Level I Reps:

	Very Important	Important	Not at all Important
	%	%	%
1/ Inspecting the workplace regularly	39.5	56.8	3.6
2/ Reporting hazardous situations to management	79.1	20.5	0.5
3/ Reporting hazardous situations to Level II	46.7	44.4	8.9
4/ Making recommendations to improve the health and safety of the workplace	50.7	47.5	1.8
5/ Informing other workers about health and safety issues in their workplace	50.5	47.3	2.3
6/ Discussing health and safety problems in the workplace with other workers in regular meetings	24.0	62.7	13.4
7/ Discussing health and safety problems with the union steward or other union officials	28.7	61.6	9.7
8/ Discussing health and safety problems with management	49.1	47.2	3.7
9/ There are other activities I must do. (Please explain in the space below)			

Of all the above activities, please mark in the box below the one that you think is most important to do.

Q9A From the above list mark the number in the box that is beside the answer.

Now, please put in the box below the number of the second most important activity to do.

Q9B

Again, from the above list, mark the number in the box below of the activity you find most difficult to do.

Q9C

	Q9A %	Q9B %	Q9C %
1/ Inspecting the workplace regularly	24.1	18.3	8.7
2/ Reporting hazardous situations to management	34.9	27.4	5.4
3/ Reporting hazardous situations to Level II	3.3	7.7	6.0
4/ Making recommendations to improve the health and safety of the workplace	14.2	17.3	13.6
5/ Informing other workers about health and safety issues in their workplace	11.3	15.4	15.2
6/ Discussing health and safety problems in the workplace with other workers in regular meetings	3.8	2.9	16.3
7/ Discussing health and safety problems with the union steward or other union officials	0.9	1.9	4.9
8/ Discussing health and safety problems with management	5.2	8.2	23.4
9/ There are other activities I must do. (Please explain in the space below)	2.4	1.0	6.5
	100.0	100.0	100.0

10/ When you became the Level I Rep, how were you informed of your responsibilities?

	%*
1/ [] I was given a booklet to read	33.0
2/ [] The steward told me about the responsibilities	12.8
3/ [] Someone else from the Union told me	13.3
4/ [] I learned on the job	24.8
5/ [] I attended a health and safety course	22.9
6/ [] I was informed in some other way. (Please explain how you were informed)	12.4

* This is a multiple response table and therefore the sum does not equal 100%.

11/ There are guidelines available that indicate how often the workplace should be inspected. From your understanding, how often do the guidelines suggest that you inspect the workplace?

	%
1/ [] Weekly	11.4
2/ [] Monthly	60.8
3/ [] Every 2 months	0.0
4/ [] Every 3 months	1.8
5/ [] More than every 3 months	0.0
6/ [] Whenever necessary	13.2
7/ [] I don't know	12.8
	100.0

12/ How often do you now inspect the workplace?

	%
1/ [] Weekly	27.6
2/ [] Monthly	42.9
3/ [] Every 2 months	4.1
4/ [] Every 3 months	2.8
5/ [] Less than every 3 months	6.0
6/ [] Never (Skip the next two questions and go to Q 15)	16.6
	100.0

13/ When you conduct the inspection, how do you now do it? (Check as many as you do)

	% *
1/ [] I set a specific time for the inspection with the manager or supervisor	14.5
2/ [] I go around the workplace when I feel it is necessary	38.9
3/ [] I use a checklist of things to inspect	13.1
4/ [] I inspect specific locations at the workplace	21.3
5/ [] I walk around and talk to other workers	31.7
6/ [] I carry out inspection with the management representtive	24.9
7/ [] I do it in other ways (Please explain how you do it)	7.8

* This is a multiple response table and therefore the sum does not equal 100%.

14/ What is the most difficult part of getting the inspection done? (Check only 1 answer)

	%
1/ [] I get little co-operation from management	15.0
2/ [] I get little co-operation from other workers	12.8
3/ [] I don't get enough time to do it properly	18.9
4/ [] I don't know what to look for at times	22.8
5/ [] I have other difficulties. (Please explain what these other difficulties are in the space below	6.7
6/ [] Combination of #1 and #4	0.3
7/ [] None	6.1
8/ [] Combination #3 and #4	1.1
9/ [] Not applicable	16.1
	100.0

15/ What is the first thing you do when you find a health and safety problem during your inspection?

	%
1/ [] I report this verbally to management	66.2
2/ [] I report this in writing to management	6.7
3/ [] I report this to the Level II Committee	5.2
4/ [] I inform other workers about my findings	6.7
5/ [] I report this to the union	0.5
6/ [] I don't usually do anything since everyone probably knows about it	1.9
7/ [] I do something else first. (Please explain)	6.2
8/ [] Combination #1 and #2	3.8
9/ [] Combination #2 and #4	2.9
	100.0

16/ What do you think would help people like yourself do a better job as a Level I Rep?

	%*
1/ [] I should be given more time	17.0
2/ [] I need more co-operation from other workers	19.7
3/ [] I need more co-operation from management	21.1
4/ [] I need more co-operation from the union	2.8
5/ [] I need training on what to look for	55.5
6/ [] I need other things. (Please explain what these things are)	4.2

17/ Do you feel that management co-operates with you in accepting safety changes that you recommend?

	%
1/ [] Yes. All the time.	30.3
2/ [] Yes. Sometimes.	46.3
3/ [] No. Never or rarely.	8.7
4/ [] I don't know. I haven't made any recommendations for safety changes.	14.7
	100.0

* This is a multiple response table and therefore the sum does not equal 100%.

18. Do you feel that your fellow workers co-operative in accepting safety changes that you recommend?

1. [] Yes. All the time	29.2
2. [] Yes. Sometimes	51.1
3. [] No. Never or rarely	5.0
4. [] I don't know. I haven't made any recommendations for safety changes.	14.6
	100.0

19. In a typical month, how many hours do you spend on Level I Representative business?

[ ] Please write the number of hours in the box

	%
1. None	16.8
2. 1 Hour	33.7
3. 2 Hours	21.8
4. 3 Hours	9.4
5. 4 Hours	4.0
6. 5 Hours	6.4
7. More than 5 Hours	7.9
	100.0

20. Do you know who your Level II District Health and Safety Representatives are?

	%
1. [] Yes, I was told in writing	32.3
2. [] Yes, I was verbally told	20.3
3. [] Yes, I found out by asking	10.1
4. [] No, I don't know who they are	32.3
5. [] Combination #1 and #2	3.2
6. [] Combination #1 and #3	0.9
7. [] Also Level II rep	0.9
	100.0

21/ Have you ever contacted your Level II District committee?

	%
1/ No ——→ Please go to Question 22	64.7
2/ Yes ——→ Please go to Question 21a	35.3
	100.0

21a/ For which of the following reasons do you usually contact the Level II committee? (Please check as many boxes as are appropriate)

	% *
1/ [] About an accident at the workplace	16.1
2/ [] About a health or safety concern	27.2
3/ [] I needed more information on a particular health and safety issue	15.2
4/ [] For some other reason (Please explain what this other reason was)	3.7

Please write in the box below the number beside the answers above which is the one most frequent reason you contact the Level II Committee

	%
1/ [] Accident at the workplace	6.1
2/ [] About health or safety concern	19.3
3/ [] Needed more information on a particular health and safety issue	6.6
4/ [] Some other reason	2.4
5/ [] Not applicable	65.6
	100.0

* This is a multiple response table and therefore the sum does not equal 100%.

21b/ In general, how are you informed about the action that the Level II Committee takes to deal with your concern?

	%
1/ [] I receive information in writing	64.6
2/ [] I receive verbal notification	20.2
3/ [] I never hear anything from them	0.0
4/ [] In another way (Please explain how this was done in the space below)	11.4
5/ [] Combination of #1 and #2	3.8
	100.0

21c/ Overall, how satisfied are you with the way in which the Level II Committee handles your concerns?

	%
1/ [] Very satisfied	15.7
2/ [] Somewhat satisfied	16.6
3/ [] Not at all satisfied ——→ Why is that? Please explain below.	3.7
	100.0

21d/ In general, do you feel that your opinions are respected by the Level II Committee?

	%
1/ [] Yes. All the time	37.7
2/ [] Yes. Sometimes	58.4
3/ [] No. Never	3.9
	100.0

22/ If you had a health or safety concern, who would you contact first about the issue?

	%
1/ [] My immediate supervisor	86.8
2/ [] The Level II Committee	2.7
3/ [] The Level III Committee	0.0
4/ [] My union steward or some other O.P.S.E.U. person	2.3
5/ [] The district safety officer	2.7
6/ [] The Workmen's Compensation Board	0.0
7/ [] The Ministry of Labour	0.0
8/ [] The Employee/Employer Relations Committee	0.9
9/ [] Another person or group (Please specify)	4.5
	100.0

23/ Why would you go there first?

	%
1/ [] They have the authority to make the necessary changes	65.6
2/ [] I know someone there	4.2
3/ [] The rules say so	17.5
4/ [] For another reason (Please explain)	12.7
	100.0

24/ If there is a problem or you need additional information, how often do you use an "action request form"?

	%
1/ [] All the time	5.1
2/ [] Some of the time	20.6
3/ [] Rarely or never	42.5
4/ [] I don't know what an action request form is	31.8
	100.0

25/ How do you most often become aware of health and safety issues at your workplace?

	%
1/ [] By doing monthly inspections	27.6
2/ [] From other workers	41.1
3/ [] From the union (such as memos, circulars, etc.)	6.1
4/ [] From management (such as directives, pamphlets, etc.)	7.9
5/ [] In some other way (Please explain)	5.6
6/ [] Combination #2 and #4	1.4
7/ [] Combination #1 and #2	7.9
8/ [] Combination #2, #3, and #4	1.9
9/ [] Combination #1 and #4	0.5
	100.0

26/ To what degree do you feel that other workers at your workplace are aware that you are the Level I Representative?

	%
1/ [] I think everyone knows I am the Level I Rep	75.6
2/ [] I think some workers know I am the Level I Rep	19.0
3/ [] I think none of the workers know that I am the Level I Rep	5.4
	100.0

27/ To what degree do you feel that other workers are aware of the Ministry's Joint Health and Safety Committees? That is, are they aware that there are 3 levels of committees?

	%
1/ [] Everyone is aware	14.7
2/ [] Some workers are aware	34.9
3/ [] Very few workers are aware	41.3
4/ [] None of the workers are aware	9.2
	100.0

28/ Please list the usual health and safety issues that come to your attention?

	%
1/ [] Procedures	4.9
2/ [] Behaviour (i.e. lifting)	21.0
3/ [] Environment (i.e. noise, cold)	42.0
4/ [] Equipment	11.9
5/ [] Working conditions	14.7
6/ [] Other	5.6
	100.0

29. How are workers most usually informed about health and safety issues at your workplace? (Check one answer)

	%
1/ [] The results of my inspections are posted at the workplace	10.5
2/ [] At regular worker meetings that I hold	3.8
3/ [] I talk informally to workers	56.9
4/ [] I inform the steward or another O.P.S.E.U. rep	1.4
5/ [] I inform the supervisor or manager	11.5
6/ [] In some other way (Please specify)	11.0
7/ [] Combination #4 and #5	0.5
8/ [] Combination #3 and #5	2.9
9/ [] Combination #1 and #3	1.4
	100.0

30/ Since you became the Level I Representative, about how many health and safety issues and problems have there been at your workplace?

	%
1/ [] None	14.7
2/ [] 1 - 4	51.3
3/ [] 5 - 10	21.8
4/ [] > 10	12.2
	100.0

31/ How many of these health and safety issues and problems have been successfully resolved by you at your request in the workplace you are responsible for?

	%
1/ [] None	23.7
2/ [] 1 - 4	52.7
3/ [] 5 - 10	16.1
4/ [] > 10	7.5
	100.0

32/ How many of these health and safety issues and problems have you referred to the Level II Committee?

	%
1/ [] None referred	56.0
2/ [] Some referred	44.0
	100.0

33/ As a Level I Representative, do you ever talk to other Level I Reps about health and safety issues and problems?

	%
1/ [] Yes	57.5
2/ [] No	42.5
	100.0

34/ Do you think the position of Health and Safety Rep works in your workplace?

	%
1/ [] Yes	77.4
2/ [] No	22.6
	100.00

35/ Overall, are you satisfied with your job as a Level I Representative?

	%
1/ [] I am satisfied	67.6
2/ [] I am not satisfied	32.4
	100.0

→ Please explain why you do not feel satisfied.

	%
1/ Need training	41.2
2/ More management co-operation	23.5
3/ More worker co-operation	2.9
4/ Don't want the job	13.2
5/ Need more time	2.9
6/ Other	16.2
	100.0

36/ At the present time, are there any health and safety issues you are involved with that you are having difficulty getting resolved?

		%
1/ [] No		78.2
2/ [] Yes	Please explain: _____	21.8
		100.0

37/ Do you have any problems with the forms you have to fill out?

		%
1/ [] No		89.3
2/ [] Yes	Please explain: _____	10.7
		100.0

38/ Is there anything else that you would like to tell us about your job as a Level I Representative? Or, do you have any suggestions for improving Health and Safety committee structure? Please use this space for that purpose.

	%
1/ Comment	41.3
2/ No comment	58.7
	100.0

Simply fold this form and put this completed form in the envelope provided (which is already stamped and addressed) and mail to us.

Thank you for your time and attention.

THE LEVY-COUGHLIN PARTNERSHIP
SOCIAL RESEARCH & MANAGEMENT CONSULTATION

12 Cumberland Street, 2nd Floor, Toronto, Ontario Tel. (416) 961-8852

Dear Level II Committee Member:

The Ministry of Transportation and Communications has hired The Levy-Coughlin research company to examine the Joint Health and Safety Committee Structure.

Enclosed is a survey form that is being sent to all Level II committee members. The information you provide by answering these questions will help to develop a more effective method for you to do your job as a health and safety representative.

It is important that each survey form be completed by the Level II committee member within your district. If you are no longer the Level II member, please pass this form along to the person who is.

You may be assured that your responses are completely confidential. You do not need to put your name on the questionnaire. Our intention is not to report on individual answers but on the opinions of all Level II committee members as a group, across the province.

Thank you for your assistance and co-operation. We look forward to receiving your completed questionnaire.

Yours sincerely,

Steven Levy, Ph.d.
The Levy-Coughlin Partnership

SL:eh
Encl.

P.S. If you are a Level I rep as well, you will be receiving another form about that position. Please fill out both forms.

MINISTRY OF TRANSPORTATION AND COMMUNICATIONS

A STUDY TO EXAMINE THE JOINT HEALTH AND SAFETY COMMITTEE STRUCTURE

LEVEL II QUESTIONNAIRE

Instructions

This form will take about 20 minutes to complete. It should be filled out by the Level II Committee member it is addressed to.

For most of the questions, you need simply to check (✓) a box indicating your choice of an answer.

Please return this completed form in the envelope provided within one week. (You do not need to add postage)

Thank you

CONFIDENTIAL

INTRODUCTION

The purpose of this form is to obtain your impressions of the experiences you have had being a Level II District Joint Health and Safety Committee member. Please do not put your name on this form. We'd like your frank opinions and will treat every response confidentially. Only the people doing this research will see your answers.

1/ Are you also a Level I Rep?

	%
1/ [] Yes	26.4
2/ [] No	73.6
	100.0

2/ As a Level II District Joint Health and Safety Committee member, do you represent:
(Please check the appropriate box)

	%
1/ [] Workers	46.5
2/ [] Management	53.5
	100.0

3/ As of today, how long have you been a Level II District Joint Health and Safety Committee member?

	%
1/ [] Less than 6 months	3.8
2/ [] 6 months - 1 year	19.2
3/ [] More than 1 year	76.9
	100.0

4/ How did you come to be a Level II Joint Health and Safety Committee member?

	%
1/ [] I volunteered	11.6
2/ [] I was appointed	58.1
3/ [] I was elected	27.1
4/ [] In some other way (Please explain in the space below)	3.1
	100.0

5/ Which Ministry district does your committee represent?

	%
CENTRAL REGION	
District # 4 - Hamilton	(18.0)
District # 6 - Toronto	6.0
District # 7 - Port Hope	8.0
	4.0
SOUTHWESTERN REGION	
District # 1 - Chatham	(20.0)
District # 2 - London	6.0
District # 3 - Stratford	4.0
District # 5 - Owen Sound	7.0
	3.0
NORTHERN REGION	
District #11 - Huntsville	(29.0)
District #13 - North Bay	5.0
District #14 - New Liskeard	7.0
District #16 - Cochrane	6.0
District #17 - Sudbury	7.0
	4.0
EASTERN REGION	
District # 8 - Kingston	(16.0)
District # 9 - Ottawa	6.0
District #10 - Bancroft	5.0
	5.0
NORTHWESTERN REGION	
District #18 - Sault Ste. Marie	(14.0)
District #19 - Thunder Bay	4.0
District #20 - Kenora	6.0
	4.0
	100.0

6/ When you became a Level II Joint Health and Safety Committee member, how were you informed of your responsibilities?

		%
1/ []	I was given a booklet to read	10.3
2/ []	I was informed by the union	16.7
3/ []	I was informed by management	26.2
4/ []	I learned from other committee members	11.1
5/ []	I attended a safety course	5.6
6/ []	In some other way (Please specify)	7.1
7/ []	I was given a booklet to read and informed by management	9.5
8/ []	I was informed by the union and attended a safety course	7.9
9/ []	I was given a booklet to read, informed by the union, and attended a safety course	5.6
		100.0

7/ Based on your understanding, please indicate the importance of each of the following activities to the Level II committee?

	Very Important %	Important %	Not Very Important %
1/ Investigate accidents	53.5	41.9	4.7
2/ Resolve health and safety matters of Level I	45.0	51.2	3.9
3/ Follow up on Level III directives or business	33.6	51.6	14.8
4/ Make recommendations about health and safety matters	61.5	37.7	0.8
5/ Identify hazardous situations	65.9	30.2	4.0
6/ Others (Please specify)			

_____

8/ Which of the above responsibilities do you consider to be the most important of the Level II committees?

	%
1/ [] Investigate accidents	13.4
2/ [] Resolve health and safety matters of Level I	23.6
3/ [] Follow-up on Level III directives or business	0.8
4/ [] Make recommendations about health and safety matters	27.6
5/ [] Identify hazardous situations	29.9
6/ [] Other	3.2
7/ [] All of the above	1.6
	100.0

9/ Which of the above responsibilities do you consider to be the most difficult to do?

	%
1/ [] Investigate accidents	29.2
2/ [] Resolve health and safety matters of Level I	20.0
3/ [] Follow-up on Level III directives or business	2.5
4/ [] Make recommendations about health and safety matters	22.5
5/ [] Identify hazardous situations	16.7
6/ [] Other	9.2
	100.0

10/ How often does your Level II committee meet?

		%
1/ []	Monthly	14.0
2/ []	Every 2 months	17.8
3/ []	Every 3 months	48.1
4/ []	Only when necessary but not on a regular basis	14.0
5/ []	Other (Please specify)	6.2
		100.0

11/ Do you feel this is adequate?

		%
1/ []	Yes	87.4
2/ []	No	12.6
		100.0

→Please explain why you feel this way.

		%
1/ []	Nothing to do	1.1
2/ []	Has enhanced awareness of safety	1.1
3/ []	Backlog too large	5.3
4/ []	Need to follow-up	2.1
5/ []	Varies with seasons	4.3
6/ []	Meets need	77.7
7/ []	Other	8.5
		100.0

12/ What factors usually influence the decision when to hold a Level II meeting?

		%
1/ []	Regular meetings	12.1
2/ []	Volume of work	59.5
3/ []	When we can arrange schedules	6.0
4/ []	No pattern	2.6
5/ []	Combination of regular meetings, volume of work, and crisis	6.0
6/ []	Combination of volume of work and arranging schedules	2.6
7/ []	Combination of volume of work	6.0
8/ []	Other	5.2
		100.0

13/ In a typical month, about how much time do you personally spend on Level II committee business?

		%
1/ []	None	7.3
2/ []	1 - 2	43.1
3/ []	3 - 4	32.5
4/ []	>4	17.1
		100.0

14/ Within the last 18 months, have you attended <u>any</u> workshops or courses in health and safety?

		%
1/ []	No	73.1
2/ []	Yes	26.9
		100.0

15/ In your opinion, what proportion of workplaces are now inspected on a regular basis (at least every 30 days) by a Level I Health and Safety Representative in your district?

		%
1/ []	Less than 25%	30.8
2/ []	25 - 50%	12.3
3/ []	51 - 75%	6.9
4/ []	76 - 100%	10.0
5/ []	I can't say, I don't know	40.0
		100.0

16/ From your experience, what do you think is the most common reason that a workplace is not inspected?

		%
1/ []	No Level I Representative has been selected	17.9
2/ []	Lack of co-operation between management and Level I Representative	4.1
3/ []	Manpower and/or time constraints	12.2
4/ []	Some people don't take it seriously	20.3
5/ []	No one wants the responsibility. They feel it could be a conflict of interest	20.3
6/ []	For another reason (Please explain)	13.8
7/ []	Combination of #1 and #2	1.6
8/ []	Combination of #1, #2 and #4	3.3
9/ []	Combination of #2, #4 and #5	6.5
		100.0

17/ What proportion of your committee's work, would you say, involves dealing with:

	MOTOR VEHICLE ACCIDENT REPORTS	%		PERSONAL INJURY REPORTS	%
1/ []	75 - 100%	13.1	1/ []	75 - 100%	10.2
2/ []	50 - 74%	50.8	2/ []	50 - 74%	39.1
3/ []	25 - 49%	25.4	3/ []	25 - 49%	43.0
4/ []	Less than 25%	9.2	4/ []	Less than 25%	6.3
5/ []	Don't know	1.5	5/ []	Don't know	1.6
		100.0			100.0

18/ What proportion of your committee's work comes to you directly from Level I Representatives?

		%
1/ []	75 - 100%	27.2
2/ []	50 - 74%	14.4
3/ []	25 - 49%	10.4
4/ []	Less than 25%	45.6
5/ []	Don't know	2.4
		100.0

19/ By what other means would health and safety issues be brought to the attention of your committee?

	Often %	Sometimes %	Rarely or Never %
1/ Individual employees	23.7	58.8	17.5
2/ Ministry Safety Officers	19.1	65.2	15.7
3/ Level III Committee	4.2	47.4	48.4
4/ In other ways (Please specify)			

20/ How important do you think each of the following are for a proper Level I workplace inspection?

	Very Important %	Important %	Not Too Important %
1/ A standard checklist to be completed by the Level I Representative	44.4	42.1	13.5
2/ Manager and Level I Representative walk the workplace together	57.7	37.7	4.6
3/ The Level I Representative talks to other workers	45.7	48.8	5.5
4/ In other ways (Please specify)			

21/ How do you know when a workplace in your district has been inspected?

	%
1/ We don't know	66.9
2/ We get a call	5.6
3/ We get a letter	8.9
4/ In some other way (Please specify)	18.5
	100.0

22/ How well do you feel the Level I reports and records you receive are prepared?

		%
1/ []	Very well prepared	2.4
2/ []	Well prepared	29.4
3/ []	Not too well prepared	32.5
4/ []	Poorly prepared	13.5
5/ []	We never get Level I reports	21.4
6/ []	Don't know	0.8
		100.0

23/ In your opinion, what are the major weaknesses of the Level I Representative structure?

		%
1/ []	Most reps are inexperienced/untrained	42.4
2/ []	Most reps are not committed to the responsibility	22.9
3/ []	Most reps don't know how to get management co-operation	10.2
4/ []	Some other weakness (Please specify)	8.5
5/ []	Combination #1 and #2	8.5
6/ []	Combination #1, #2 and #3	3.4
7/ []	Combination #1 and #7	2.5
8/ []	Combination #2 and #3	0.8
9/ []	Combination #1 and #4	0.8
		100.0

24/ Please explain how the Ministry Safety Officers are involved during the Level II committee meetings?

	%
1/ Attend	11.0
2/ Give advice	28.8
3/ Provide background information	15.3
4/ All of the above	14.4
5/ Combination #2 and #3	23.7
6/ Other	6.8
	100.0

25/ Please explain how the Ministry Safety Officers are involved in other Level II business?

	%
1/ Investigate, follow up	25.5
2/ Provide additional information	38.3
3/ Inspections of unsafe conditions, work sites	7.4
4/ Training	4.3
5/ Nothing/don't know	11.7
6/ Other	8.5
7/ Combination #1 and #3	3.2
8/ Combination #1 and #2	1.1
	100.0

26/ When your committee deals with a Level I concern, does someone from your committee contact the Level I Representative to inform him/her about what action is being taken?

	%
1/ [] Always	61.5
2/ [] Sometimes	20.5
3/ [] Rarely	6.8
4/ [] Never ——→ Please go to Question 27	11.1
	100.0

How is this done?

	%
1/ [] In writing	28.3
2/ [] Verbal notification	16.0
3/ [] Through the Level II committee minutes	27.4
4/ [] In another way (Please specify)	1.9
5/ [] Combination #1, #2, and #3	9.4
6/ [] Combination #2 and #3	5.7
7/ [] Combination #1 and #2	7.5
8/ [] Combination #1 and #3	3.8
	100.0

27/ In the past 12 months, has your committee ever contacted the Level III Committee?

	%
1/ [] No ——→ Please go to Question 28	33.1
2/ [] Yes	60.3
3/ [] Don't know/unsure	6.6
	100.0

→27a/ For what type of issues were they contacted? (If more space is required, please use the reverse side of the page)

	%
1/ [] Procedures	12.5
2/ [] Behaviour (i.e. accident or injury)	12.5
3/ [] Environment (includes physical plant)	20.3
4/ [] Equipment	25.0
5/ [] Working conditions	1.6
6/ [] Combination #1 and #4	6.3
7/ [] Items with Ministry-wide implications	9.4
8/ [] Other	12.5
	100.0

27b/ In general, how do you feel they (Level III) handle your issues?

	%
1/ [] Good	42.0
2/ [] Fair	44.9
3/ [] Poor	13.0
	100.0

→Please explain:

	%
1/ [] Good, solves problems	44.1
2/ [] Weak communication	14.7
3/ [] Too much referral	2.9
4/ [] Time problems	5.9
5/ [] Other	32.4
	100.0

27c/ How do you feel about the time you wait to have your issues dealt with by Level III?

	%
1/ [] They handle them very quickly	40.3
2/ [] They are somewhat slow in handling issues	48.6
3/ [] They are too slow	9.7
4/ [] Adequate	1.4
	100.0

27d/ How are you usually informed about the Level III committee's action to deal with your issue?

	%
1/ [] Informed in writing	48.6
2/ [] Verbally notified	5.4
3/ [] Read about it in their minutes or directives	23.0
4/ [] In some other way (Please specify)	2.7
5/ [] Combination #1 and #3	16.2
6/ [] Combination #1, #2 and #3	2.7
7/ [] Combination #2 and #3	1.4
	100.0

28/ If you had a health and safety concern, who else might you contact, other than the Level III committee? (Check as many as are appropriate)

	%*
1/ [] Ministry Safety Officer	89.9
2/ [] Workmen's Compensation Board	23.3
3/ [] Ministry of Labour	62.0
4/ [] Employee/Employer Relations committee	27.9
5. [] Union steward	43.4
6/ [] Supervisor or manager	82.9
7/ [] Some other person (Please specify)	10.9

* This is a multiple response table and therefore the sum does not equal 100%.

Of the above, which would you most likely contact first?

	%
1/ [] Ministry Safety Officer	33.9
2/ [] Workmen's Compensation Board	0.8
3/ [] Ministry of Labour	8.9
4/ [] Employee/Employer Relations Committee	0.0
5/ [] Union Steward	6.5
6/ [] Supervisor or Manager	46.8
7/ [] Some other person	3.2
	100.0

29/ In general, do you feel that your opinions and/or recommendations are respected by the Level III Committee?

	%
1/ [] Yes	82.0
2/ [] No	10.0
3/ [] Don't know	8.0
	100.0

Could you give us an example to indicate what you mean?

Why do you think the Level III Committee feels that way?

	%
1/ [] Members are committed/responsive	15.1
2/ [] Communication is good	6.1
3/ [] Expertise of Level II	30.3
4/ [] Don't know who they are	9.1
5/ [] Don't know	9.1
6/ [] Slow or non-responsive	12.1
7/ [] Other	18.2
	100.0

30/ What things would you like to see change or improve in terms of the Level II Committees?

	%
1/ [] Better follow-up by management and safety officers	4.9
2/ [] Less paper work	4.9
3/ [] Educate Level I	2.5
4/ [] Regular meetings	6.2
5/ [] Smoother process	1.2
6/ [] Educate Level II	11.1
7/ [] Some regular method for elections/appointments	2.5
8/ [] More attention and respect for Level II recommendations	6.2
9/ [] More co-operation between general district functions and health and safety committees	.2
10/ [] Better co-operation between union/management	1.2
11/ [] Attendance	1.2
12/ [] Likes it as is	14.8
13/ [] Other	42.0
	100.0

31/ What things would you like to see change or improve in terms of the Level III Committee?

	%
1/ [] Communication between Levels II and III	39.5
2/ [] Faster turnaround time	15.8
3/ [] More power	2.6
4/ [] More streamlined process	2.6
5/ [] No problems, change nothing	15.8
6/ [] Don't know	2.6
7/ [] Other	21.1
	100.0

32/ Approximately how many health and safety issues or problems has your committee had to deal with since you have been a Level II committee member?

	%
1/ [] 0 - 5	13.5
2/ [] 6 - 20	18.8
3/ [] 21 - 65	29.2
4/ [] >65	38.5
	100.0

33/ How many of these health and safety issues or problems have been resolved by your committee and not passed up to Level III?

	%
1/ [] 0 - 5	19.6
2/ [] 6 - 20	23.9
3/ [] 21 - 65	20.7
4/ [] >65	35.9
	100.0

34/ How many of these health and safety issues or problems were referred to the Level III committee?

	%
1/ [] None	20.9
2/ [] 1 - 2	38.5
3/ [] 3 - 5	24.2
4/ [] >5	16.5
	100.0

35/ How many of these health and safety issues or problems were referred elsewhere?

	%
1/ [] None referred	50.7
2/ [] Some referred	49.3
	100.0

36/ As a Level II Joint Health and Safety Committee member, do you ever talk to other Level II Committee members in other districts about health and safety issues?

	%
1/ [] Yes	23.6
2/ [] No	76.4
	100.0

37/ To what degree do you feel that this Joint Health and Safety 3-Level Committee structure works?

	%
1/ [] It works well	67.3
2/ [] It needs extensive changes	30.7
3/ [] Needs some changes	2.0
	100.0

Please explain why you feel this way.

	%
1/ [] Issues resolved well	36.4
2/ [] Committee needs rotation of members	1.5
3/ [] Better communication from Level II to III	6.1
4/ [] Committees need more power	4.5
5/ [] Training needed	9.1
6/ [] Streamline process	9.1
7/ [] Don't know	4.5
8/ [] Other	28.8
	100.0

38/ Do you think Level II Committee members should receive training in how to be a Level II Committee member?

	%
1/ [] No	27.0
2/ [] Yes	73.0
	100.0

→Please specify the type of training you'd suggest.

	%
1/ [] Accident investigation	7.1
2/ [] Hazard investigation	2.9
3/ [] Procedures for dealing with problem	22.9
4/ [] Define purpose/duties	20.0
5/ [] Health and safety courses	28.6
6/ [] Other	18.6
	100.0

39/ Overall, are you satisfied with your job as a Level II Health and Safety Committee member?

	%
1/ [] Satisfied	72.0
2/ [] Not satisfied	28.0
	100.0

→Why is that?

	%
1/ [] Job gets done	41.6
2/ [] Improves union/management relations	2.6
3/ [] More time needed	7.8
4/ [] Streamline process	3.9
5/ [] Need training	6.5
6/ [] Not rewarding	2.6
7/ [] Heighten prevention focus	5.2
8/ [] Not too time consuming	1.3
9/ [] Other	28.6
	100.0

40/ Is there anything else that you would like to tell us about your job as a Level II Joint Health and Safety Committee member? Or, do you have any suggestions for improving this 3-Level health and safety committee structure? Please use this space for that purpose.

_____

_____

_____

_____

_____

_____

Simply fold and put this completed form in the envelope provided (which is already stamped and addressed) and mail it to us.

Thank you for your time and attention.

Appendix C/

Postcard Follow-Up

Dear Level I and Level II Health and Safety Representative

About a week ago, you were sent a questionnaire asking for your impressions about the activities of the Joint Health and Safety Committee structure. Everyone who is involved with this committee structure has been asked to give their opinions.

If you have already completed and returned your form to us please accept our sincere thanks. If you have not as yet finished completing your form please do so today. We only have one week to get the forms collected. It is important that each survey form be completed and returned to us so that we may make an accurate assessment of this committee structure.

If by some chance you did not receive a questionnaire, or it was misplaced, please call me any day 9 a.m. - 5 p.m. (416) 961-8852 and I will get another one in the mail to you.

Sincerely

Steven Levy
Project Director

LCP THE LEVY-COUGHLIN PARTNERSHIP
SOCIAL RESEARCH & MANAGEMENT CONSULTATION

Appendix D/

Telephone Interview Schedule

LEVEL II TELEPHONE INTERVIEW SCHEDULE

I. DEFINITIONS

1/ How does your committee handle preventability? What problems do you have with it?.

2/ What is a recommendation? How are they made, and dealt with?

3/ How do you know when your committee is working well? (i.e. being effective)

4/ How do you know when an issue has been resolved? What does resolution mean? (i.e. decision, referred, recommend)

II. STRUCTURE/PROCEDURES

1/ Given the different roles that people bring with them to the committees, how do people get along as a committee? Are there any problems with relationships?

2/ How does alternating the chairmanship affect the committee? Any problems with this?

3/ What is the committee's relationship to the regional safety officer? How often do they attend meetings?

4/ How long should members serve on the committee?

5/ Are appointments/elections done the same way? Any problems with this?

6/ Do new committee members receive any orientation or training? Specify.

7/ What type of person do you think should be on the committee? (i.e. area of expertise).

8/ How often does your committee meet? Is this enough?

9/ Is attendance of committee members a problem?

10/ How is a meeting handled? What generally happens during a meeting? (i.e. agenda, length, decisions).

11/ Does your committee receive any feedback of actions taken, recommendations made? (i.e. issues, Level 3).

12/ How are issues identified that are passed to Level 3? How is it decided that an issue has Ministry-wide implications?

13/ Is the length of time it takes to deal with issues a problem? How so?

14/ How often are advisors asked to attend meetings? Who are these people generally?

III. PURPOSE

1/ What do you think the purpose of the committees should be? (i.e. ruling on preventability -- is this enough).

2/ Is this being fulfilled? What is preventing it from being fulfilled?

3/ Is there anything in particular that you would like to see result from this evaluation?

Appendix E/

Level I Crosstab Tables

HOW TO INTERPRET A CROSSTAB*

A crosstabulation is a joint frequency distribution of cases according to two or more classificatory variables. The display of the distribution of cases by their position on two or more variables is the chief component of contingency table analysis and is indeed the most commonly used analytic method in the social sciences.

The nature of crosstabulation tables can perhaps be best illustrated by a typical example of such an analysis and a hypothesis concerning its results. The most basic form of crosstabulation is the 2 x 2 table. Consider, for example, a study which hypothesizes a relationship between eye color and hair, specifically that the frequency of blue-eyed persons among blonds is considerably greater than the incidence of blue eyes among those whose hair colour is brown. If a survey collecting this information were taken, the above hypothesis could be tested by the following 2 x 2 table.

		Hair Colour	
		Blond	Brown
Eye Colour	Blue		
	Nonblue		

Let us further assume that the study examined 100 blond and 200 brown-haired individuals, and that the tabulation of the data resulted in the following frequency distribution.

		Hair Colour		
		Blond	Brown	
Eye Colour	Blue	75	40	115
	Nonblue	25	160	185
		100	200	

A quick perusal of this table indictes that there are dramatic differences in the proportions of blond and brown hair colours with blue eyes. Because, however, there are different total numbers of blonds and browns, the exact difference is most clearly revealed when the proportions are examined.

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* Statistical Package for the Social Sciences (SPSS). Nie, Norman H. et al., 1975.

Hair Colour

Eye Colour		Blond	Blue	
	Blue	(75) 75%	(40) 20%	115
	Nonblue	(25) 25%	(160) 80%	185
		100% 100	100% 200	

The printed output from subprogram CROSSTABS is designed to give a complete representation of joint frequency distributions in a readily understandable table format. The numbers in the left and upper margins of the table are the value labels corresponding to the first and second variables, respectively. The upper number in each cell is the cell count or absolute frequency; the lower number is the column percentage. With allowance made for rounding, the sum of percentages for each column should approximate 100%. The upper numbers in the row totals and column totals are equal to the sum of the raw cell frequencies for the respective rows and columns. The lower number in each of these totals is the percentage which that row or column is of all rows or columns. The total number of cases on which the table is based is given in the lower-right corner of the table. When there are missing cases, the number is indicated below the statistics list.

Table 3.3.2A

KNOWLEDGE OF HEALTH & SAFETY LEVEL II REPS BY LEVEL I EMPLOYEE STATUS

Q20	Q4 UNION STEWARD 1.1	Q4 UNION STEWARD 2.1	ROW TOTAL
1. YES WRITING	39 63.9 37.9 20.4	22 36.1 25.0 11.5	61 31.9
2. YES VERB.	22 59.5 21.4 11.5	15 40.5 17.0 7.9	37 19.4
3. YES ASKED	17 85.0 16.5 8.9	3 15.0 3.4 1.6	20 10.5
4. NO DK WHO	18 27.7 17.5 9.4	47 72.3 53.4 24.6	65 34.0
5. YES VERB.&WRITE	4 80.0 3.9 2.1	1 20.0 1.1 0.5	5 2.6
6. WRITE&ASKED	1 100.0 1.0 0.5	0 0.0 0.0 0.0	1 0.5
7. YES&L2	2 100.0 1.9 1.0	0 0.0 0.0 0.0	2 1.0
COLUMN TOTAL	103 53.9	88 46.1	191 100.0

Table 3.3.2B

PROBLEMS FILLING OUT FORMS BY HOW OFTEN ACTION REQUEST FORMS ARE USED

Q37	Q24	1. ALL TIME	2. SOME OF TIME	3. RARELY	4. DON'T KNOW	ROW TOTAL
1. NO	COUNT	11	40	82	46	179
	ROW PCT	6.1	22.3	45.8	25.7	89.1
	COL PCT	100.0	95.2	93.2	76.7	
	TOT PCT	5.5	19.9	40.8	22.9	
2. YES	COUNT	0	2	6	14	22
	ROW PCT	0.0	9.1	27.3	63.6	10.9
	COL PCT	0.0	4.8	6.8	23.3	
	TOT PCT	0.0	1.0	3.0	7.0	
COLUMN TOTAL		11	42	88	60	201
		5.5	20.9	43.8	29.9	100.0

Table 3.3.2C

POSITION OF HEALTH AND SAFETY REP WORKERS IN WORKPLACE BY HOW THEY BACAME A LEVEL I REP

Q34	Q3	1. VOLUNTEERED	2. APPOINTED BY UNION	3. ELECTED	4. OTHER WAY	ROW TOTAL
1. YES	COUNT	66	43	42	14	167
	ROW PCT	40.7	25.7	25.1	8.4	77.7
	COL PCT	66.3	66.2	79.2	70.0	
	TOT PCT	31.6	20.0	19.5	6.5	
2. NO	COUNT	9	22	11	6	48
	ROW PCT	18.8	45.8	22.9	12.5	22.3
	COL PCT	11.7	33.8	20.8	30.0	
	TOT PCT	4.2	10.2	5.1	2.8	
COLUMN TOTAL		77	65	53	20	215
		35.8	30.2	24.7	9.3	100.0

Table 3.3.2D

SATISFACTION WITH LEVEL I REP POSITION BY MTC REGIONS

Q35	Q8A	1. SW REGION	2. CENTR REG	3. EASTR REG	4. NORTHERN REG	5. NW REG	6. HEAD OFF	ROW TOTAL
1. SATISFIED	COUNT	38	14	10	23	17	28	130
	ROW PCT	29.2	10.8	7.7	17.7	13.1	21.5	67.7
	COL PCT	61.3	66.7	62.5	79.3	65.4	73.7	
	TOT PCT	19.8	7.3	5.2	12.0	8.9	14.6	
2. NOT SATISFIED	COUNT	24	7	6	6	9	10	62
	ROW PCT	38.7	11.3	9.7	9.7	14.5	16.1	32.3
	COL PCT	38.7	33.3	37.5	20.7	34.6	26.3	
	TOT PCT	12.5	3.6	3.1	3.1	4.7	5.2	
COLUMN TOTAL		62	21	16	29	26	38	192
		32.3	10.9	8.3	15.1	13.5	19.8	100.0

Table 3.3.2E

SATISFACTION WITH LEVEL I REP POSITION BY POSITION OF HEALTH AND SAFETY REP WORKERS IN WORKPLACE

Q35	Q34 YES (1.)	Q34 NO (2.)	ROW TOTAL
1. SATISFIED	132	14	146
	90.4	9.6	68.2
	80.0	20.0	
	61.7	6.5	
2. NOT SATISFIED	33	35	68
	48.5	51.5	31.8
	20.0	71.4	
	15.4	16.4	
COLUMN TOTAL	165	49	214
	77.1	22.9	100.0

Table 3.3.2F

WORKERS ACCEPTANCE OF SAFETY CHANGES RECOMMENDED BY THE NUMBER OF WORKERS AT THE WORKPLACE

Q18	NWORKS <5 (1.)	5-10 (2.)	11-20 (3.)	21-30 (4.)	>30 (5.)	ROW TOTAL
1. YES ALL TIME	13	29	14	6	1	63
	20.6	46.0	22.2	9.5	1.6	29.6
	39.4	35.4	27.5	17.6	7.7	
	6.1	13.6	6.6	2.8	0.5	
2. YES SOMETIMES	16	37	27	17	12	109
	14.7	33.9	24.8	15.6	11.0	51.2
	48.5	45.1	52.9	50.0	92.3	
	7.5	17.4	12.7	8.0	5.6	
3. NO NEVER	0	4	2	5	0	11
	0.0	36.4	18.2	45.5	0.0	5.2
	0.0	4.9	3.9	14.7	0.0	
	0.0	1.9	0.9	2.3	0.0	
4. DON'T KNOW	4	12	8	5	0	30
	13.3	40.0	26.7	20.0	0.0	14.1
	12.1	14.6	15.7	17.6	0.0	
	1.9	5.6	3.8	2.3	0.0	
COLUMN TOTAL	33	82	51	34	13	213
	15.5	38.5	23.9	16.0	6.1	100.0

Table 3.3.2G

NUMBER OF HEALTH AND SAFETY ISSUES AND PROBLEMS AT THE WORKPLACE BY NUMBER OF WORKERS

Q30		NWORKS <5	5-10	11-20	21-39	>39	ROW TOTAL
	COUNT	1.	2.	3.	4.	5.	
0	0.	6	18	2	2	0	28
		21.4	64.3	7.1	7.1	0.0	14.5
		22.2	23.1	4.3	6.7	0.0	
		3.1	9.3	1.0	1.0	0.0	
1-4	1.	16	43	26	12	3	100
		16.0	43.0	26.0	12.0	3.0	51.8
		59.3	55.1	56.5	40.0	25.0	
		8.3	22.3	13.5	6.2	1.6	
5-10	2.	2	13	12	11	4	42
		4.8	31.0	28.6	26.2	9.5	21.8
		7.4	16.7	26.1	36.7	33.3	
		1.0	6.7	6.2	5.7	2.1	
>10	3.	3	4	6	5	5	23
		13.0	17.4	26.1	21.7	21.7	11.9
		11.1	5.1	13.0	16.7	41.7	
		1.6	2.1	3.1	2.6	2.6	
	COLUMN TOTAL	27	78	46	30	12	193
		14.0	40.4	23.8	15.5	6.2	100.0

Table 3.3.3A

FREQUENCY OF WORKPLACE INSPECTIONS BY POSITION OF HEALTH AND SAFETY REP WORKERS IN WORKPLACE

Q12	Q34 YES (1.)	Q34 NO (2.)	ROW TOTAL
1. WEEKLY	52	6	58
	89.7	10.3	27.1
	31.5	12.2	
	24.3	2.8	
2. MONTHLY	75	17	92
	81.5	18.5	43.0
	45.5	34.7	
	35.0	7.9	
3. EVERY 2MONTHS	7	2	9
	77.8	22.2	4.2
	4.2	4.1	
	3.3	0.9	
4. EVERY 3MONTHS	4	2	6
	66.7	33.3	2.8
	2.4	4.1	
	1.9	0.9	
5. EVERY 3MONTHS	9	4	13
	69.2	30.8	6.1
	5.5	8.2	
	4.2	1.9	
6. NEVER	18	18	36
	50.0	50.0	16.8
	10.9	36.7	
	8.4	8.4	
COLUMN TOTAL	165	49	214
	77.1	22.9	100.0

Table 3.3.3B

FREQUENCY OF WORKPLACE INSPECTIONS BY HOURS SPENT ON LEVEL I BUSINESS

Q12	COUNT / ROW PCT / COL PCT / TOT PCT	Q19 0.	1.	2.	3.	4.	5.	MORE THAN 5 6.	ROW TOTAL
1. WEEKLY		6	9	10	4	5	7	9	50
		12.0	18.0	20.0	8.0	10.0	14.0	18.0	25.1
		18.2	13.2	23.3	21.1	62.5	53.8	60.0	
		3.0	4.5	5.0	2.0	2.5	3.5	4.5	
2. MONTHLY		4	38	28	10	3	4	3	90
		4.4	42.2	31.1	11.1	3.3	4.4	3.3	45.2
		12.1	55.9	65.1	52.6	37.5	30.8	20.0	
		2.0	19.1	14.1	5.0	1.5	2.0	1.5	
3. EVERY 2MONTHS		2	5	0	0	0	1	0	8
		25.0	62.5	0.0	0.0	0.0	12.5	0.0	4.0
		6.1	7.4	0.0	0.0	0.0	7.7	0.0	
		1.0	2.5	0.0	0.0	0.0	0.5	0.0	
4. EVERY 3MONTHS		0	3	1	1	0	1	0	6
		0.0	50.0	16.7	16.7	0.0	16.7	0.0	3.0
		0.0	4.4	2.3	5.3	0.0	7.7	0.0	
		0.0	1.5	0.5	0.5	0.0	0.5	0.0	
5. >EVERY 3MONTHS		3	6	3	1	0	0	1	13
		23.1	61.5	0.0	7.7	0.0	0.0	7.7	6.5
		9.1	11.8	0.0	5.3	0.0	0.0	6.7	
		1.5	4.0	0.0	0.5	0.0	0.0	0.5	
6. NEVER		18	5	4	3	0	0	2	32
		56.3	15.5	12.5	9.4	0.0	0.0	6.3	16.1
		54.5	7.4	9.3	15.8	0.0	0.0	13.3	
		9.0	2.5	2.0	1.5	0.0	0.0	1.0	
COLUMN TOTAL		33	68	43	19	8	13	15	199
		16.6	34.2	21.6	9.5	4.0	6.5	7.5	100.0

Table 3.3.3C

HOURS SPENT ON LEVEL I BUSINESS BY HOW BECAME LEVEL I REP

Q19	Q3 COUNT / ROW PCT / COL PCT / TOT PCT	VOLUNTEER 1.	APPOINTED BY UNION 2.	ELECTED 3.	OTHER WAY 4.	ROW TOTAL
0.		9	15	6	4	34
		26.5	44.1	17.6	11.8	17.0
		12.9	25.4	11.8	20.0	
		4.5	7.5	3.0	2.0	
1.		24	22	13	8	67
		35.8	32.8	19.4	11.9	33.5
		34.3	37.3	25.5	40.0	
		12.0	11.0	6.5	4.0	
2.		17	13	14	2	43
		39.5	30.2	32.6	4.7	21.5
		24.3	19.4	27.5	10.0	
		8.5	6.5	7.0	1.0	
3.		4	2	11	2	19
		21.1	10.5	57.9	10.5	9.5
		5.7	3.4	21.6	10.0	
		2.0	1.0	5.5	1.0	
4.		3	0	4	1	8
		37.5	0.0	50.0	12.5	4.0
		4.3	0.0	7.8	5.0	
		1.5	0.0	2.0	0.5	
5.		0	2	1	1	13
		40.2	33.3	7.7	7.7	5.5
		0.0	3.4	2.0	5.0	
		0.0	1.0	0.5	0.5	
6.		1	5	2	2	10
MORE THAN 5		10.0	31.3	12.5	12.5	5.0
		10.0	8.5	3.9	10.0	
		3.5	2.5	1.0	1.0	
	COLUMN TOTAL	70	59	51	20	200
		35.0	29.5	25.5	10.0	100.0

Table 3.3.4A

KNOWLEDGE OF LEVEL II REPS BY MTC REGIONS

Q20	COUNT / ROW PCT / COL PCT / TOT PCT	Q8A SW REGION 1.	CENTR REG 2.	EASTR REG 3.	NORTHERN REG 4.	NW REG 5.	HEAD OFF 6.	ROW TOTAL
1. YES WRITING		16	4	4	19	10	8	61
		26.2	6.6	6.6	31.1	16.4	13.1	31.8
		26.2	20.0	25.0	63.3	37.0	21.1	
		8.3	2.1	2.1	9.9	5.2	4.2	
2. YES VERB.		16	5	6	1	7	5	40
		40.0	12.5	15.0	2.5	17.5	12.5	20.8
		26.2	25.0	37.5	3.3	25.9	13.2	
		8.3	2.6	3.1	0.5	3.6	2.6	
3. YES ASKED		10	3	1	1	2	1	18
		55.6	16.7	5.6	5.6	11.1	5.6	9.4
		16.4	15.0	6.3	3.3	7.4	2.6	
		5.2	1.6	0.5	0.5	1.0	0.5	
4. NO DK WHO		19	6	5	5	7	20	62
		30.6	9.7	8.1	8.1	11.3	32.3	32.3
		31.1	30.0	31.3	16.7	25.9	52.6	
		9.9	3.1	2.6	2.6	3.6	10.4	
5. YES VERB.&WRITE		0	1	0	3	1	2	7
		0.0	14.3	0.0	42.9	14.3	28.6	3.6
		0.0	5.0	0.0	10.0	3.7	5.3	
		0.0	0.5	0.0	1.6	0.5	1.0	
6. WRITE&ASKED		0	1	0	1	0	0	2
		0.0	50.0	0.0	50.0	0.0	0.0	1.0
		0.0	5.0	0.0	3.3	0.0	0.0	
		0.0	0.5	0.0	0.5	0.0	0.0	
7. YES&LL		0	0	0	0	0	2	2
		0.0	0.0	0.0	0.0	0.0	100.0	1.0
		0.0	0.0	0.0	0.0	0.0	5.3	
		0.0	0.0	0.0	0.0	0.0	1.0	
COLUMN TOTAL		61	20	16	30	27	38	192
		31.8	10.4	8.3	15.6	14.1	19.8	100.0

Table 3.3.4B

FIRST CONTACT PERSON ABOUT A HEALTH OR SAFETY CONCERN BY THE NUMBER OF WORKERS AT THE WORKPLACE

Q22	NWORKS <5 (1.)	5-10 (2.)	11-20 (3.)	21-39 (4.)	>39 (5.)	ROW TOTAL
1. MY SUPERVISOR	30 16.2 90.9 14.0	79 42.7 94.0 36.9	44 23.8 86.3 20.6	25 13.5 75.8 11.7	7 3.8 53.8 3.3	185 86.4
2. L2 COM.	0 0.0 0.0 0.0	3 50.0 3.6 1.4	1 16.7 2.0 0.5	1 16.7 3.0 0.5	1 16.7 7.7 0.5	6 2.8
4. UNION STEWARD	1 20.0 3.0 0.5	0 0.0 0.0 0.0	2 40.0 3.9 0.9	1 20.0 3.0 0.5	1 20.0 7.7 0.5	5 2.3
5. DIS. S.OFF.	0 0.0 0.0 0.0	1 16.7 1.2 0.5	3 50.0 5.9 1.4	1 16.7 3.0 0.5	1 16.7 7.7 0.5	6 2.8
8. EMPLOYEE	0 0.0 0.0 0.0	0 0.0 0.0 0.0	0 0.0 0.0 0.0	2 100.0 6.1 0.9	0 0.0 0.0 0.0	2 0.9
9. OTHER PERSON	2 20.0 6.1 0.9	1 10.0 1.2 0.5	1 10.0 2.0 0.5	3 30.0 9.1 1.4	3 30.0 23.1 1.4	10 4.7
COLUMN TOTAL	33 15.4	84 39.3	51 23.8	33 15.4	13 6.1	214 100.0

Table 3.3.4C

MANAGEMENT CO-OPERATION IN ACCEPTING RECOMMENDED SAFETY CHANGES BY THE NUMBER OF WORKERS AT THE WORKPLACE

Q17	NWORKS <5 (1.)	5-10 (2.)	11-20 (3.)	21-39 (4.)	>39 (5.)	ROW TOTAL
1. YES ALL TIME	15	27	13	7	3	65
	23.1	41.5	20.0	10.8	4.6	30.7
	45.5	32.9	25.5	21.2	23.1	
	7.1	12.7	6.1	3.3	1.4	
2. YES SOMETIMES	14	36	27	13	9	99
	14.1	36.4	27.3	13.1	9.1	46.7
	42.4	43.9	52.9	39.4	69.2	
	6.6	17.0	12.7	6.1	4.2	
3. NO NEVER	1	7	2	4	1	15
	5.3	36.8	10.5	42.1	5.3	9.0
	3.0	8.5	3.9	24.2	7.7	
	0.5	3.3	0.9	1.9	0.5	
4. DON'T KNOW	3	12	9	5	0	29
	10.3	41.4	31.0	17.2	0.0	13.7
	9.1	14.6	17.6	15.2	0.0	
	1.4	5.7	4.2	2.4	0.0	
COLUMN TOTAL	33	82	51	33	13	212
	15.6	38.7	24.1	15.6	6.1	100.0

Appendix F/

Level II Crosstab Tables

Table 3.4.2A

HOW BECAME A LEVEL II REP BY WHO THEY REPRESENT

Q4		Q2 WORKERS 1.1	MANAGEMENT 2.1	ROW TOTAL
VOLUNTEERED	1.	13	2	15
		86.7	13.3	11.7
		21.7	2.9	
		10.2	1.6	
APPOINTED	2.	9	65	74
		12.2	87.8	57.8
		15.0	95.6	
		7.0	50.8	
ELECTED	3.	35	0	35
		100.0	0.0	27.3
		58.3	0.0	
		27.3	0.0	
OTHER	4.	3	1	4
		75.0	25.0	3.1
		5.0	1.5	
		2.3	0.8	
COLUMN TOTAL		60	68	128
		46.9	53.1	100.0

Table 3.4.2B

HOW INFORMED OF RESPONSIBILITIES BY WHO THEY REPRESENT

Q6	Q2 WORKERS 1.	MANAGEMENT 2.	ROW TOTAL
1. GIVEN BOOKLET	5 38.5 8.5 4.0	8 61.5 12.1 6.4	13 10.4
2. INFO.BY UNION	21 100.0 35.6 16.8	0 0.0 0.0 0.0	21 16.8
3. INFO.BY MGMT.	0 0.0 0.0 0.0	33 100.0 50.0 26.4	33 26.4
4. OTHER MEMBERS	7 53.8 11.9 5.6	6 46.2 9.1 4.8	13 10.4
5. ATTEND S.COURSE	6 85.7 10.2 4.8	1 14.3 1.5 0.8	7 5.6
6. OTHER	3 33.3 5.1 2.4	6 66.7 9.1 4.8	9 7.2
7. BOOKLET&MGMT.	0 0.0 0.0 0.0	12 100.0 18.2 9.6	12 9.6
8. UNION &S.COURSE	10 100.0 16.9 8.0	0 0.0 0.0 0.0	10 8.0
9. BOOK.UNION&COURS	7 100.0 11.9 5.6	0 0.0 0.0 0.0	7 5.6
COLUMN TOTAL	59 47.2	66 52.8	125 100.0

Table 3.4.2C

FREQUENCY OF LEVEL II MEETINGS BY MTC REGIONS

Q10	Q5 SW REG 1.1	CENTRAL REG 2.1	EASTERN REG 3.1	NORTHERN REG 4.1	NW REG 5.1	ROW TOTAL
1. MONTHLY	0 0.0 0.0 0.0	7 41.2 31.8 6.1	7 41.2 38.9 6.1	2 11.8 5.9 1.7	1 5.9 9.1 0.9	17 14.8
2. EVERY 2MONTHS	7 30.4 29.2 6.1	5 21.7 22.7 4.3	2 8.7 11.1 1.7	7 30.4 20.6 6.1	2 8.7 18.2 1.7	23 20.0
3. EVERY 3MONTHS	10 30.3 66.7 13.9	4 12.1 18.2 3.5	4 12.1 22.2 3.5	11 33.3 50.0 14.8	4 12.1 36.4 3.5	33 28.7
4. WHEN NECESSARY	1 6.7 4.2 0.9	2 13.3 9.1 1.7	4 26.7 22.2 3.5	5 33.3 14.7 4.3	3 20.0 27.3 2.6	15 13.0
5. OTHER	0 0.0 0.0 0.0	4 50.0 18.2 3.5	1 12.5 5.6 0.9	3 37.5 8.8 2.6	0 0.0 0.0 0.0	8 7.0
COLUMN TOTAL	23 20.0	22 19.1	18 15.7	34 29.6	17 14.8	115 100.0

Table 3.4.2D

ATTENDED ANY WORKSHOPS BY WHO THEY REPRESENT

Q14	COUNT / ROW PCT / COL PCT / TOT PCT	Q2 WORKERS 1.1	Q2 MANAGEMENT 2.1	ROW TOTAL
1. NO		38	56	94
		40.4	59.6	72.9
		63.3	81.2	
		29.5	43.4	
2. YES		22	13	35
		62.9	37.1	27.1
		36.7	18.8	
		17.1	10.1	
COLUMN TOTAL		60	69	129
		46.5	53.5	100.0

Table 3.4.2E

SATISFACTION AS LEVEL II COMMITTEE MEMBER BY WHO THEY REPRESENT

Q39	COUNT / ROW PCT / COL PCT / TOT PCT	Q2 WORKERS 1.1	Q2 MANAGEMENT 2.1	ROW TOTAL
1. SATISFIED		32	53	85
		37.6	62.4	72.6
		58.2	85.5	
		27.4	45.3	
2. NOT SATISFIED		23	9	32
		71.9	28.1	27.4
		41.8	14.5	
		19.7	7.7	
COLUMN TOTAL		55	62	117
		47.0	53.0	100.0

Table 3.4.2F

REASON FOR DISSATISFACTION BY SATISFACTION AS LEVEL II COMMITTEE MEMBER FOR WORKERS

C39PA	C39 SATISFIED 1.1	NOT SATISFIED 2.1	ROW TOTAL
1. JOB GETS DONE	10 100.0 47.6 25.6	0 0.0 0.0 0.0	10 25.6
3. MORE TIME	0 0.0 0.0 0.0	5 100.0 27.8 12.8	5 12.8
5. STREAMLINE PROCE	0 0.0 0.0 0.0	2 100.0 11.1 5.1	2 5.1
5. NEED TRAINING	2 66.7 9.5 5.1	1 33.3 5.6 2.6	3 7.7
7. OTHER	9 47.1 38.1 23.1	9 52.9 50.0 23.1	17 43.6
8. HEIGHTEN PREVENT	1 50.0 4.8 2.6	1 50.0 5.6 2.6	2 5.1
COLUMN TOTAL	21 53.8	18 46.2	39 100.0

Table 3.4.2G

REASON FOR DISSATISFACTION BY SATISFACTION AS LEVEL II COMMITTEE MEMBER FOR MANAGEMENT

Q35PA	SATISFIED 1.0	NOT SATISFIED 2.0	ROW TOTAL
1. JOB GETS DONE	22 100.0 78.6 62.9	0 0.0 0.0 0.0	22 62.9
2. IMPROVES RELATIO	1 100.0 3.6 2.9	0 0.0 0.0 0.0	1 2.9
4. STREAMLINE PROCE	0 0.0 0.0 0.0	1 100.0 14.3 2.9	1 2.9
5. NEED TRAINING	0 0.0 0.0 0.0	1 100.0 14.3 2.9	1 2.9
6. NOT REWARDING	0 0.0 0.0 0.0	2 100.0 28.6 5.7	2 5.7
7. OTHER	3 60.0 10.7 8.6	2 40.0 28.6 5.7	5 14.3
8. HEIGHTEN PREVENT	1 50.0 3.6 2.9	1 50.0 14.3 2.9	2 5.7
9. NOT TIME CONSUMI	1 100.0 3.6 2.9	0 0.0 0.0 0.0	1 2.9
COLUMN TOTAL	28 80.0	7 20.0	35 100.0

Table 3.4.3A

IMPORTANCE OF IDENTIFYING HAZARDOUS SITUATIONS BY WHO THEY REPRESENT

Q7#5	Q2 COUNT / ROW PCT / COL PCT / TOT PCT	WORKERS 1.	MANAGEMENT 2.	ROW TOTAL
1. VERY IMPORT.		47	35	82
		57.3	42.7	65.6
		79.7	53.0	
		37.6	28.0	
2. IMPORTANT		12	26	38
		31.6	68.4	30.4
		20.3	39.4	
		9.6	20.8	
3. NOT VERY IMPORT.		0	5	5
		0.0	100.0	4.0
		0.0	7.6	
		0.0	4.0	
COLUMN TOTAL		59	66	125
		47.2	52.8	100.0

Table 3.4.3B

IMPORTANCE OF RESOLVING HEALTH AND SAFETY MATTERS OF LEVEL I BY WHO THEY REPRESENT

Q7#2	Q2 COUNT / ROW PCT / COL PCT / TOT PCT	WORKERS 1.	MANAGEMENT 2.	ROW TOTAL
1. VERY IMPORT.		35	23	58
		60.3	39.7	45.3
		58.3	33.8	
		27.3	18.0	
2. IMPORTANT		24	41	65
		36.9	63.1	50.8
		40.0	60.3	
		18.8	32.0	
3. NOT VERY IMPORT.		1	4	5
		20.0	80.0	3.9
		1.7	5.9	
		0.8	3.1	
COLUMN TOTAL		60	68	128
		46.9	53.1	100.0

Table 3.4.3C

IMPORTANCE OF INVESTIGATING ACCIDENTS BY WHO THEY REPRESENT

Q7#1	Q2		
COUNT / ROW PCT / COL PCT / TOT PCT	1. WORKERS	2. MANAGEMENT	ROW TOTAL
1. VERY IMPORT.	36 / 52.2 / 60.0 / 27.9	33 / 47.8 / 47.8 / 25.6	69 / 53.5
2. IMPORTANT	24 / 44.4 / 40.0 / 18.6	30 / 55.6 / 43.5 / 23.3	54 / 41.9
3. NOT VERY IMPORT.	0 / 0.0 / 0.0 / 0.0	6 / 100.0 / 8.7 / 4.7	6 / 4.7
COLUMN TOTAL	60 / 46.5	69 / 53.5	129 / 100.0

Table 3.4.3D

PORTION OF WORK INVOLVING MOTOR VEHICLE ACCIDENTS BY MTC REGIONS

Q17MVA		1.0 SW REG	2.0 CENTR REG	3.0 EASTR REG	4.0 NORTHERN NW REG	5.0	ROW TOTAL
75-100%	1.	5 33.3 20.8 4.5	1 6.7 4.2 0.9	3 20.0 12.5 2.6	3 20.0 8.8 2.6	3 17.6 2.6	15 12.9
50-74%	2.	12 20.0 50.0 10.3	10 16.7 45.5 8.6	8 13.3 42.1 6.9	22 36.7 64.7 19.0	8 13.3 47.1 6.9	60 51.7
25-49%	3.	6 22.2 25.0 5.2	9 33.3 40.9 7.8	4 14.8 10.5 3.4	5 18.5 14.7 4.3	3 11.1 17.6 2.6	27 23.3
< 25%	4.	1 8.3 4.2 0.9	0 0.0 0.0 0.0	3 25.0 31.6 2.6	4 33.3 11.8 3.4	1 8.3 5.9 0.9	12 10.3
DON'T KNOW	5.	0 0.0 0.0 0.0	2 100.0 9.1 1.7	0 0.0 0.0 0.0	0 0.0 0.0 0.0	0 0.0 0.0 0.0	2 1.7
COLUMN TOTAL		24 20.7	22 19.0	12 10.3	34 29.3	17 14.7	116 100.0

Table 3.4.3E

PORTION OF WORK FROM LEVEL I REPS BY MTC REGIONS

Q16		SW REG 1.	CENTR REG 2.	EASTN REG 3.	NORTHERN REG 4.	NW MTC 5.	ROW TOTAL
75-100%	1.	9 29.0 40.9 6.0	8 19.4 27.3 5.4	6 16.1 26.3 4.5	7 22.6 21.9 6.3	4 12.9 22.2 2.6	31 21.4
50-74%	2.	4 25.0 18.2 2.6	5 31.3 22.7 4.5	4 25.0 17.5 3.6	4 25.0 12.5 3.6	1 6.3 5.6 .7	16 14.3
25-49%	3.	3 27.3 13.6 2.7	4 36.4 18.2 3.6	0 0.0 0.0 0.0	1 9.1 3.1 0.9	3 27.3 17.6 2.7	11 9.8
<25%	4.	9 11.5 27.3 5.4	5 9.6 22.7 4.5	11 21.1 57.9 10.7	20 38.5 62.5 17.9	7 13.5 38.9 6.3	52 46.4
DON'T KNOW	5.	0 0.0 0.0 0.0	2 100.0 9.1 1.8	0 0.0 0.0 0.0	0 0.0 0.0 0.0	0 0.0 0.0 0.0	2 1.8
COLUMN TOTAL		22 19.6	24 21.5	19 17.0	32 28.6	18 16.1	112 100.0

Table 3.4.3F

IMPORTANCE OF CHECKLIST FOR LEVEL I BY WHO THEY REPRESENT

Q20#1	Q2 WORKERS 1.	MANAGEMENT 2.	ROW TOTAL
1. VERY IMPORT.	36	19	55
	65.5	34.5	44.0
	61.0	28.8	
	28.8	15.2	
2. IMPORTANT	20	33	53
	37.7	62.3	42.4
	33.9	50.0	
	16.0	26.4	
3. NOT IMPORT.	3	14	17
	17.6	82.4	13.6
	5.1	21.2	
	2.4	11.2	
COLUMN TOTAL	59	66	125
	47.2	52.8	100.0

Table 3.4.3G

IMPORTANCE OF MANAGER AND LEVEL I REP WALKING THE WORKPLACE TOGETHER BY WHO THEY REPRESENT

Q20#2	Q2 WORKERS 1.	MANAGEMENT 2.	ROW TOTAL
1. VERY IMPORT.	42	32	74
	56.8	43.2	57.4
	70.0	46.4	
	32.6	24.8	
2. IMPORTANT	17	32	49
	34.7	65.3	38.0
	28.3	46.4	
	13.2	24.8	
3. NOT IMPORT.	1	5	6
	16.7	83.3	4.7
	1.7	7.2	
	0.8	3.9	
COLUMN TOTAL	60	69	129
	46.5	53.5	100.0

Table 3.4.3H

SHOULD LEVEL II MEMBERS BE TRAINED BY WHO THEY REPRESENT

		Q2		
	COUNT / ROW PCT / COL PCT / TOT PCT	WORKERS 1.	MANAGEMENT 2.	ROW TOTAL
Q36				
NO	1.	8 / 25.8 / 15.1 / 7.0	23 / 74.2 / 37.7 / 20.2	31 / 27.2
YES	2.	45 / 54.2 / 84.9 / 39.5	38 / 45.8 / 62.3 / 33.3	83 / 72.8
	COLUMN TOTAL	53 / 46.5	61 / 53.5	114 / 100.0

Table 3.4.4A

IMPORTANCE OF LEVEL I REPS TO TALK TO OTHER WORKERS BY WHO THEY REPRESENT

		Q2		
	COUNT / ROW PCT / COL PCT / TOT PCT	WORKERS 1.	MANAGEMENT 2.	ROW TOTAL
Q20#3				
VERY IMPORT.	1.	41 / 71.9 / 68.3 / 32.5	16 / 28.1 / 24.2 / 12.7	57 / 45.2
IMPORTANT	2.	19 / 30.6 / 31.7 / 15.1	43 / 69.4 / 65.2 / 34.1	62 / 49.2
NOT IMPORT.	3.	0 / 0.0 / 0.0 / 0.0	7 / 100.0 / 10.6 / 5.6	7 / 5.6
	COLUMN TOTAL	60 / 47.6	66 / 52.4	126 / 100.0

Table 3.4.4B

HOW OFTEN SOMEONE CONTACT LEVEL I REGARDING ACTION TAKEN BY WHO THEY REPRESENT

Q26	Q2 WORKERS 1.1	MANAGEMENT 2.1	ROW TOTAL
1. ALWAYS	28 39.4 50.9 24.1	43 60.6 70.5 37.1	71 61.2
2. SOMETIMES	18 75.0 32.7 15.5	6 25.0 9.8 5.2	24 20.7
3. RARELY	2 25.0 3.6 1.7	6 75.0 9.8 5.2	8 6.9
4. NEVER	7 53.8 12.7 6.0	6 46.2 9.8 5.2	13 11.2
COLUMN TOTAL	55 47.4	61 52.6	116 100.0

Table 3.4.4C

TIME LEVEL III TAKES TO HANDLE ISSUES BY HOW LEVEL III HANDLED ISSUES

Q27C	Q27F GOOD 1.1	FAIR 2.1	POOR 3.1	ROW TOTAL
1. HANDLE QUICKLY	19 67.9 65.5 28.4	7 25.0 23.3 10.4	2 7.1 15.0 3.0	28 41.8
2. SOMEWHAT SLOW	10 32.3 34.5 14.9	16 51.6 53.3 23.9	5 16.1 62.5 7.5	31 46.3
3. TOO SLOW	0 0.0 0.0 0.0	6 85.7 20.0 9.0	1 14.3 12.5 1.5	7 10.4
4. ADEQUATE	0 0.0 0.0 0.0	1 100.0 3.3 1.5	0 0.0 0.0 0.0	1 1.5
COLUMN TOTAL	29 43.3	30 44.8	8 11.9	67 100.0

Table 3.4.4D

WHO LEVEL II CONTACTS FIRST ABOUT AN ISSUE BY WHO THEY REPRESENT

Q28B	Q2 WORKERS 1.	Q2 MANAGEMENT 2.	ROW TOTAL
1. SAFETY OFFICER	13	29	42
	31.0	69.0	34.1
	22.4	44.6	
	10.6	23.6	
2. WCB	0	1	1
	0.0	100.0	0.8
	0.0	1.5	
	0.0	0.8	
3. MIN.LABOUR	7	4	11
	63.6	36.4	8.9
	12.1	6.2	
	5.7	3.3	
5. UNION STEWARD	7	1	8
	87.5	12.5	6.5
	12.1	1.5	
	5.7	0.8	
6. SUPERVISOR	30	27	57
	52.6	47.4	46.3
	51.7	41.5	
	24.4	22.0	
7. OTHER PERSON	1	3	4
	25.0	75.0	3.3
	1.7	4.6	
	0.8	2.4	
COLUMN TOTAL	58	65	123
	47.2	52.8	100.0

Appendix G/

Tracking Issues

ISSUE 1 -- DETAILED PRESENTATION OF THE PROPANE FILLING ACCIDENT ISSUE

1/ An employee tried to correct a leaking propane fillpipe. He was hit in the eye by propane.

A personal injury form was completed (Feb. 2, 1982) by the supervisor, commenting that the employee should have turned his "head away when releasing pressure". This was concurred with by the Level I rep.

2/ The P.I.R. was passed on the Level II (March 25, 1982) which ruled that the accident was nonpreventable because the "employee was not properly instructed in propane filling."

They recommended that "proper training" be provided Ministry-wide and therefore, referred the issue to Level III.

3/ This recommendation went forward in a memorandum (April 2, 1982) by the recording secretary to the Chairman of Level III, suggesting that "some kind of policy or some instructions should be given to employees before they tamper with these filler caps."

4/ The Manager of the Equipment Office was sent a memorandum (April 6, 1982) and asked to respond to Level II directly; also, he was asked for a copy of his reply, for the information of Level III. This was sent out by the Manager of the Occupational Health and Safety Office who screens all requests to Level III.

5/ The Manager, Occupational Health and Safety Office (who appears to be the Level III recording secretary and committee liaison), responded in a memorandum (April 6, 1982) to Level II that the Manager of the Equipment Office was asked for his consideration (April 6, 1982) and response. In addition he mentioned that the Manager of the Equipment Office would respond to the Level II committee directly. This never happened.

6/ Another memorandum was sent to the Equipment Manager on April 16, 1982 asking for an investigation of the matter. (N.B. At that time the Equipment Manager's position was in flux. There was never a direct written response to the two memos.)

7/ At the Level III Committee meeting (May 18, 1982) a Ministry representative from the Policy Planning and Research Division was present to respond to the propane issues (conversion problems were also brought up at the meeting). He suggested that "suppliers of propane will train all operators." This would be done by the Equipment Instructor. The Equipment Office was given the responsibility by Level III to write a memo with the recommendations (including conversion issues) to ensure training issues.

In addition, the Equipment Office rep at the meeting was asked to follow-up on the accident "since...an improper action on the employee's part" was used.

8/ The manager of the Occupational Health and Safety Office wrote (May 25, 1982) back to Level II concerning the Level III decisions. Specifically, he mentioned that the Equipment Office would be contacting all regions concerning the "training of employees in the operation of propane tasks". The issue appeared closed at this point.

9/ On June 1, 1982, the Highway Equipment Instructor and the new manager of the Equipment Engineering Office sent a memo (in response to the Level III request for follow-up) to the Equipment Specifications Office (which had been represented at the May 18th Level III meeting) suggesting that the equipment instructor had been trained by the Highway Equipment Instructor. Also, specific procedures were outlined, including a statement that employees should be trained in propane filling.

10/ On July 1, 1982, the District Engineer of a region (not where the accident had occurred) was named by a Level III rep (at the last meeting) as not having adequately provided training. The D.E. wrote to the Manager of the Occupational Health and Safety Office, taking exception to being accused of this. He pointed out while, in fact, there had been a similar propane accident "it appears to have been an oversight that no one attempted to have the individual trained in the operation of the filling station." He went on to comment on the propane program by observing that:

1/ While employees had been trained, no one ascertained whether the employees "had properly absorbed the training".

2/ Only authorized personnel will be trained and that a sign to that effect would be posted.

3/ The Equipment Instructor had not himself received training, but as soon as he would, the training would be carried forward to (more) employees.

He also commented that all districts share the same problem and his was no different. He concluded by suggesting that such concerns could and should be dealt with within the procedures of the region.

11/ The Manager of the Occupational Health and Safety Office (June 22, 1982) responded to the District Engineer's memo explaining why the D.E.'s district had been targeted by one of the Level III reps. He commented that he agreed the issue should have been dealt with locally. He expressed that the issue was clarified by the D.E.'s memo. Also, he mentioned that the training program adequacy concerns would be passed on to the Equipment Office.

12/ At the next Level III meeting (September 15, 1982) it was reported that the District mentioned above had posted "step-by-step instructions" in proper filling techniques. The committee suggested that the Equipment Engineering Office be requested to develop written instructions on a poster and distribute these to all Districts.

13/ The Manger of the Occupational Health and Safety Committee wrote (September 23, 1982) to the Manager of the Equipment Office notifying him that Level III had recommended that his office develop "a set of written step-by-step procedures on propane filling", to be distributed to all Districts for strategic posting. He also named one District already having such a set of procedures.

14/ The Manager of the Equipment Engineering Office sent a memo (October 13, 1982) to District Engineers. It provided a copy of filling instructions used in one District and asked the D.E.'s to adjust these accordingly and to post these instructions at dispensing pumps.

The memo requested a response when this action had occurred.

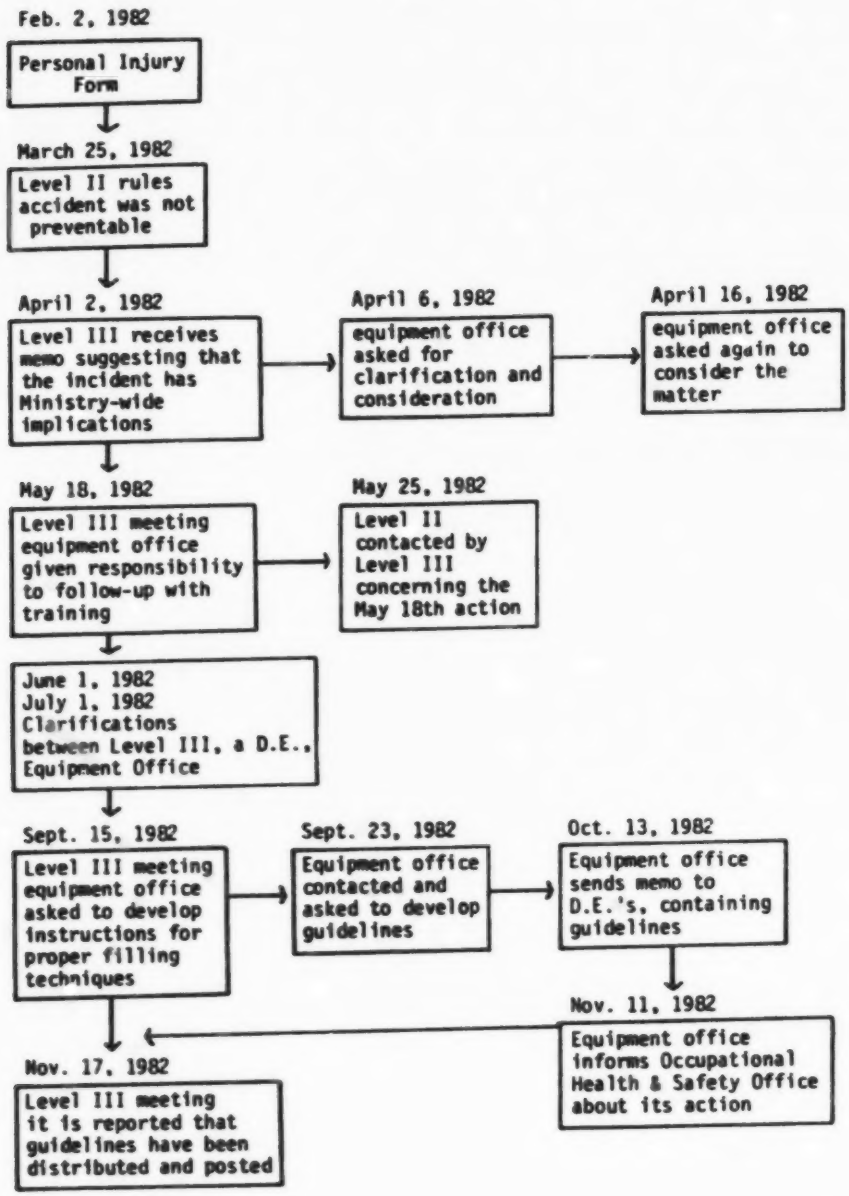
15/ The Equipment Engineering Office sent a memo (November 11, 1982) to the Occupational Health and Safety Office referencing a memo that had been sent to Equipment Supervisors "instructing them to post instructions for propane dispensing" similar to one in use in one District.

He mentioned that only four districts had notified him to date.

16/ At the November 17, 1982 Level III committee meeting, it was reported that guidelines on propane filling had been distributed to all districts by the Equipment Office. However, it was also pointed out that these guidelines may require district modification. Thus the Equipment Office would be asked "to check into this and amend where necessary".

17/ At this point the track analysis ended since there was no further documentation available.

FLOW OF EVENTS


Feb. 2, 1982
Personal Injury Form
March 25, 1982
Level II rules accident was not preventable
April 2, 1982
Level III receives memo suggesting that the incident has Ministry-wide implications
April 6, 1982
equipment office asked for clarification and consideration
April 16, 1982
equipment office asked again to consider the matter
May 18, 1982
Level III meeting equipment office given responsibility to follow-up with training
May 25, 1982
Level II contacted by Level III concerning the May 18th action
June 1, 1982
July 1, 1982
Clarifications between Level III, a D.E., Equipment Office
Sept. 15, 1982
Level III meeting equipment office asked to develop instructions for proper filling techniques
Sept. 23, 1982
Equipment office contacted and asked to develop guidelines
Oct. 13, 1982
Equipment office sends memo to D.E.'s, containing guidelines
Nov. 11, 1982
Equipment office informs Occupational Health & Safety Office about its action
Nov. 17, 1982
Level III meeting it is reported that guidelines have been distributed and posted

ISSUE 2 -- DETAILED PRESENTATION OF THE DOORWAY BETWEEN THE ASPHALT CEMENT LABS ISSUE

1/ The Level I Workplace Committee met on March 18, 1981, and agreed with the workplace supervisor that a doorway between two asphalt labs would make for a safer workplace. The committee requested that the Ministry of Government Services (MGS) be asked to investigate and arrange for changes as soon as possible. The request was sent from the workplace supervisor to the Department Head.

2/ The Department Head along with the Manager of Engineering and Right-of-Way endorsed the Level I committee's recommendation and on March 20, 1981, requested that the Manager of Administration Services arrange with MGS to have the modifications implemented. A copy of this request was sent to the Level I workplace supervisor.

3/ The Manager of Administration Services telephoned the Regional Manager at MGS on March 23, 1981, and forwarded support documents to same on April 3, 1981. A response was requested so that the Manager of Administration Services could respond to the committee's request.

4/ On October 8, 1981, the Level I Workplace Committee met and reviewed previous action to date. The Level I committee sent an action request form to the Level II committee indicating that MGS did not feel they could act on the request but had not made clear to the committee their reason. No correspondence was sent to the Level I Committee by MGS to inform them of their decision.

5/ The Level II Committee referred the issue to the Level III Committee on October 29, 1981.

6/ The Manager of the Occupational Health and Safety Office requested (November 13, 1981) that the Regional Safety Supervisor investigate the safety justification for providing the doorway and submit a report to the Manager, Occupational Health and Safety addressing specific questions provided.

7/ At the Level III Committee meeting on December 2, 1981, the issue was reviewed and because the matter was still outstanding, was carried to the next meeting.

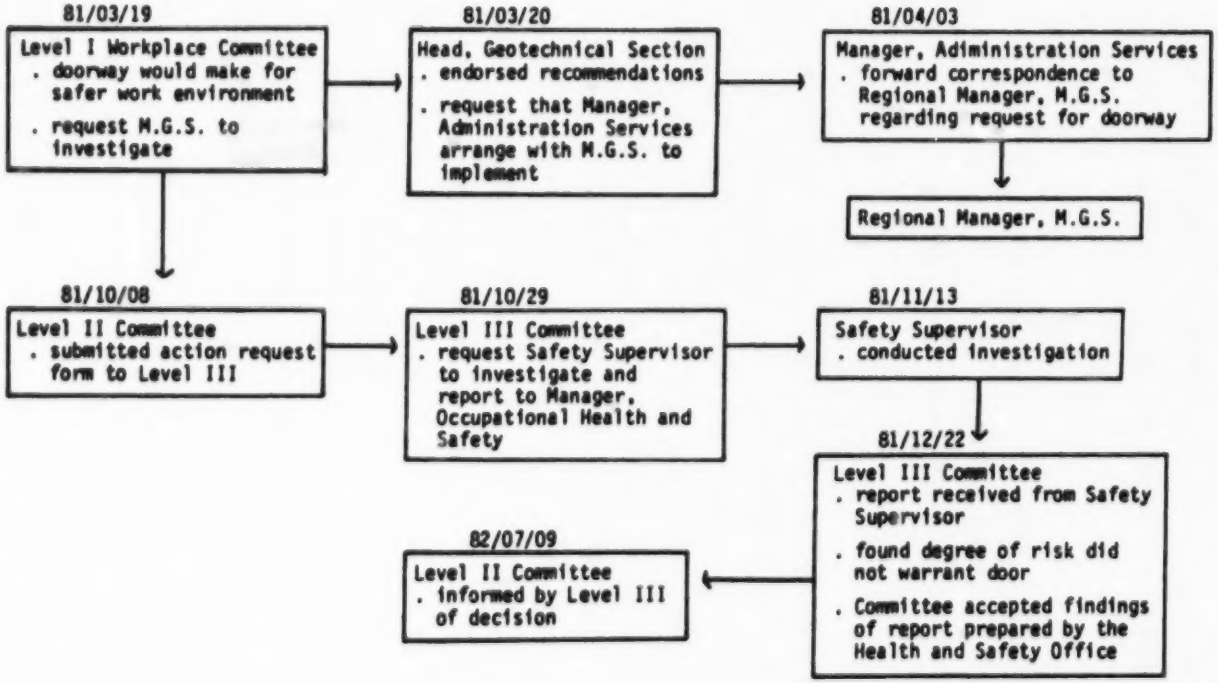
8/ The Regional Safety Supervisor submitted a report to the Manager, Occupational Health and Safety on December 22, 1981, indicating that the investigation had been conducted with a representative from Special Services who checked the feasibility and costs of the proposed changes. The report indicated that proposed changes would make it much easier and accessible for employees to monitor each other and transport material from one lab to the other. However, a doorway would present other problems due to fire regulations unless the classification was changed. He also indicated that the representative from Special Services would put forth a proposal to MGS for cost estimates.

9/ At the Level III Committee meeting on March 19, 1982, the report was reviewed. It was also repo ted that the Occupational Health and Safety Office had investigated the issue themselves and were of the opinion that from a safety standpoint, the degree of risk did not warrant putting in the door, particularly as it would create additional hazards in the event of fire or explosion. The Committee accepted the Occupational Health and Safety Office's report and agreed to notify the Level II Committee.

10/ The Manager of the Occupational Health and Safety Office sent a letter to the Level II Co-chairman on July 9, 1982 notifying them of their decision.

A chart identifying the information flow of the above description follows.

FLOW OF EVENTS


81/03/19
Level I Workplace Committee
. doorway would make for safer work environment
. request M.G.S. to investigate
81/03/20
Head, Geotechnical Section
. endorsed recommendations
. request that Manager, Administration Services arrange with M.G.S. to implement
81/04/03
Manager, Adiministration Services
. forward correspondence to Regional Manager, M.G.S. regarding request for doorway
Regional Manager, M.G.S.
81/10/08
Level II Committee
. submitted action request form to Level III
81/10/29
Level III Committee
. request Safety Supervisor to investigate and report to Manager, Occupational Health and Safety
81/11/13
Safety Supervisor
. conducted investigation
81/12/22
Level III Committee
. report received from Safety Supervisor
. found degree of risk did not warrant door
. Committee accepted findings of report prepared by the Health and Safety Office
82/07/09
Level II Committee
. informed by Level III of decision

Communication

The first level of communication between the Level I rep, the Supervisor and the injured worker seems weak. The Level I rep's responsibility to address the injury from a preventability perspective seems to be little more than a signature. It would seem that the Level I person did not have adequate information communicated to him for decision-making purposes.

Thus, the transfer of the written information to Level II came mostly from the supervisor. Level II concurred with his observation but communicated to Level III the need for a wider application of training and information.

Again, Level III operated, at least initially on the information provided by the supervisor. As the issue unfolded and revealed its complexities, other experts provided additional information. However, the amount of communication back to Level I or Level II dropped as "experts" came into the picture. It would seem that on-going feedback to the source of the issue might enhance the aspects of status, recognition, sense of importance and issue resolution on the local level. As the issue reached towards resolution, numerous pieces of correspondence were written; little if any, was sent as copies to Level I or Level II.

Within this correspondence a number of minor issues arise. For example, the D.E. from the District where procedures were copied by the Engineering Office for province-wide distribution, suggested he did not know this was done.

Again, the co-ordination of information enhances better communication, but involves more work for all concerned.

The ongoing status of the issue is yet unclear to many people. For example, one person from the Equipment Office suggested that "the last I heard there were still hassles concerning colour codes for propane filling instructions on trucks". Another person commented that they thought the Level II request "should have come directly to the Equipment Office rather than Level III, since it just took longer that way". According to the Directive, the correct procedure for information

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POOR

QUALITY

ORIGINAL